CARE USA

Basic & Girls' Education:

A 10-Year Review

2005

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Acronyms

API	Annual Project Information
ARMU	Asia Regional Management Unit
BEF	Basic Education Fellows
BEI	Basic Education Initiative
BGE	Basic and Girls' Education
CAII	Creative Associates International, Inc.
CIDA	Canadian International Development Agency
DFID	Department for International Development
ECD	Early Childhood Development
EFA	Education for All
ERAC	Education Regional Advisory Committee
EQUIP	Educational Quality Improvement Program
FAWE	Forum of African Women Educationalists
FTI	Fast Track Initiative
FY	Fiscal Year
HLS	Household Livelihood Security
IDEA	(Women) Investing in Daughters Education and Awareness
INEE	Inter-agency Network for Education in Emergencies
IQC	Indefinite Quantities Contract
ISG	Institutional Strengthening Grant
LWA	Leader With Associates
MCA	Millennium Challenge Account
MDG	Millennium Development Goal
NGO	Non-governmental Organization
OLAT	Organizational Learning and Assessment Tool
PCTFI	Patsy Collins Trust Fund Initiative
PTA	Parent-Teacher Association
RBA	Rights-based Approach
RFA	Request for Applications
RMU	Regional Management Unit
SEAD	Small Economic Activities Development
SWAP	Sector-wide Approach
USAID	United States Agency for International Development
UNESCO	United Nations Education, Scientific and Cultural Organization

1 Executive Summary

From decades of international work with poor communities, CARE has learned that issues such as grinding poverty, chronic malnutrition, and gender discrimination have complex and interrelated causes. The promotion of basic and girls' education has intimate direct and indirect linkages to each of these issues. In 1993, encouraged by the proclamations at the 1990 World Conference on Education for All, CARE staff agreed to make education a key development initiative for the organization. CARE's decision was based on the fact that children, youth and adults who have not received a basic education or who have had to terminate their education early should be given an opportunity to acquire reading, writing, numeracy and other skills to help them develop their full potential and lead lives of dignity and self-worth. Subsequently, a combination of factors have caused CARE to emerge as an NGO leader in the education sector.

The purpose of this report has been to examine the factors that have contributed to the growth of Basic and Girls' Education (BGE) within CARE, and to raise issues for further reflection, inquiry and discussion both within and outside of CARE. By examining how the education sector has evolved within CARE's operating framework and the donor environment, the report gives insight into where the organization may go in the future.

CARE's involvement in Basic and Girl's Education has been through a gradual build of momentum in the sector. Key private donors who share interest in basic education have provided crucial support, both in helping to initiate CARE's systematic move into education and by assisting education in becoming a full-fledged sector of programming at CARE. CARE's long commitment to eradicating poverty has highlighted the linkages between education and the cycles of deprivation that plague the communities in which we work.

These factors have allowed for education programming to be introduced fairly rapidly into countries and communities in very different contexts throughout Asia, Latin America and Africa. The expansive geographic reach of the initial education programs in CARE country offices led to widespread sharing of experiences throughout the organization. The formation of a Basic and Girls' Education Unit at CARE USA that followed in the mid-1990s prioritized the development of internal technical expertise, assessment tools and intellectual capital. This formalization of the sector has helped to ensure that CARE stays abreast of the rapidly changing education field and its political and funding trends.

As global initiatives, such as the World Bank's Education Fast Track Initiative and the U.S. government's increasing reliance on consortia to channel funding, begin to change the greater education donor landscape, CARE USA has begun to face questions about how to be a team player and devote resources to acquiring and managing partnership grants. Moreover, these changes have given cause for CARE USA to revisit our conceptual framework and examine how it fits into the framework of other larger systems.

At the country level, CARE is a highly diverse and decentralized organization, implementing various types of education programs shaped by local contexts. As the education focus in CARE grows and gains more depth of experience, the organization, and the BGE Unit in particular, must think strategically about how experiences and best practices should be shared across geographic

regions and cultures. In tandem, questions must be addressed about how country offices should incorporate central headquarters' resources and strategies.

CARE has engaged in an increasingly wider array of education programming as our education sector has developed. Our education interventions include promoting adult literacy, strengthening parent-teacher associations, building capacity of local NGOs, enhancing teacher development, advocating for girls' education and ensuring education in crisis settings. New focus areas are emerging around HIV/AIDS and child labor. CARE USA is at a critical juncture, wherein strategic decisions need to be made about how the organization cultivates learning and expertise and how we select and prioritize themes in education areas. Equally important is the need for a serious dialogue about whether the organization should concentrate on core programmatic models.

The growth in education programming capacity, both in individual country offices and within the BGE Unit and regional management units, has multiplied the education knowledge and experience available to CARE. Managing this new knowledge base and undertaking systematic data assessment that is flexible to respond to the growth of the sector within CARE will likely continue to require attention and reflection on the part of the organization.

Key findings discussed in the report include the following:

- **CARE International is one of the foremost international NGOs working in basic education**, in terms of variety of education interventions, financial size of education portfolio and the number of countries in which we have educational programming.
- **CARE's education funding has grown significantly in the last five years**. Support from the U.S. government, CARE's largest source of education funding, grew from $1.5 million in FY 2000 to $14 million in FY 2004. Private donations (such as the Patsy Collins Trust Fund endowment totaling $28 million) have been important in jump-starting CARE's education sector and in enabling CARE to pilot new projects and initiatives.
- **Significant education resources available in the last several years have allowed country offices the latitude to develop context-based programming**.

Education lies at the heart of social and economic development. It has the power to reduce poverty, improve health and promote democracy. Educated people can make thoughtful and informed decisions that will positively affect their families, their communities and their governments. CARE's far-reaching approach to education includes working with communities to identify and remove barriers to education, especially for girls.

About one-third of CARE country offices with education programming had education portfolios with more than $1 million in FY 2004. Six countries — Afghanistan, Egypt, Mali, Peru, South Sudan, and Tanzania — had education portfolios totaling $3 million or greater.

- **CARE's emerging work with participation in global partnerships is providing avenues for contributing to intellectual global capital.** CARE's education programming has traditionally been grounded in community-based projects. However, a significant number of education programs have included policy dialogue and advocacy components, enabling CARE to present experience-based knowledge in a variety of settings.
- **Education programs at CARE have increasingly adopted approaches that promote explicit concern with social justice issues.** As CARE's education sector matures, and the organization's rights-based approaches are strengthened in all of the sectors in which we work, efforts in the education sector are aligning with CARE USA's vision and priorities.
- **CARE's education programs are strongest in their work with communities.** This is a core programmatic model that sets CARE apart from some other international NGOs and development agencies.
- **CARE's strong historical focus on girls in the education sector and the organization's origins in and continued commitment to emergency response programming provide fertile ground for CARE to assert intellectual leadership in the education sector**. In FY04, 24 of 28 country offices reported incorporating a specific gender focus in their education programming. Four country offices — Afghanistan, Cambodia, India, and Kenya — had education programs that exclusively targeted girls. Furthermore, CARE has taken a lead role in emergency education, in part, through more recent participation in the Inter-agency Network for Education in Emergencies (INEE).
- **CARE has evolved key tools for advancing its work in the education sector.** Educational Regional Advisory Committees (ERACS) — regional forums where CARE staff who work in education meet to share experiences — have proven valuable to strengthening CARE's capacity. Similarly, administration of the Organizational Learning Assessment Tool (OLAT) has been a concerted effort to systematically capture data and learning in country offices.
- **CARE faces a number of challenges as the education sector grows and evolves.** Among them is how the BGE unit balances its shift from a service delivery model to play a major role in promoting learning and knowledge management.■

2 Introduction

2.1 An Overview

After more than half a century of addressing human poverty, CARE recognizes that ensuring access to basic education is crucial — both to demonstrate measurable impact on education levels in poor communities, and to gain a better understanding of the root causes of poverty and related global security and social justice issues. Providing opportunities for children to enroll in and stay in school are equally as urgent as addressing chronic malnutrition, rapid environmental degradation and epidemics, such as HIV/AIDS.

CARE International is one of the world's largest non-profit, non-sectarian, non-governmental international relief and development organizations. We have a decentralized structure, with member organizations in twelve countries. CARE has programs in 70 developing countries, serving an estimated 48 million people. Our presence is most concentrated in sub-Saharan Africa, where CARE works in 25 countries. Besides education, CARE's programs include reproductive health and population, child health, water and sanitation, HIV/AIDS, income generation, agricultural and natural resource management, food distribution and emergency relief.

CARE members share a common mission — to promote a world of hope, tolerance, and social justice where people can live with dignity and be free of poverty. CARE USA, which has invested a great deal of effort in developing a conceptually informed vision and operating model, has most recently emphasized an analytical and rights-based approach to our unifying conceptual framework.

Education has not always been an explicit focus for CARE. CARE began humanitarian assistance operations in 1946 in response to the needs of post-World War II Europe. The organization became known for its "CARE packages" delivered to help meet the basic needs of those people recovering from the conflict. In the 1950s, CARE became involved in large-scale supplementary feeding programs in the developing world. In the 1970s, we began to develop capacity in a number of sectors, including primary health care, small enterprise development, and agricultural and natural resources. During the 1980s, independent CARE organizations were set up in other countries and CARE International was established. In the 1990s, more organizational focus was placed on integrated approaches to development and underlying causes of poverty.

By 2004, education programs in CARE were active in 29 countries and totaled more than $26 million through a mix of private donations, competitive grants and global partnerships. The sector also saw a dramatic growth in number of beneficiaries, from 891 girls in eight Peruvian communities in 1994 to more than half a million worldwide one decade later.

Education is a complex, multi-faceted sector. More than the importance of building schools and enrolling children, CARE has learned that a commitment to the right of every child to a basic education should be fundamental to any serious effort in education. Involving teachers, parents, families, communities, elders, government officials and politicians requires an understanding about the complexities of political decentralization and power dynamics — topics once left to political scientists and anthropologists.

The purpose of this report is to provide a foundation for understanding CARE's activities in education historically

and currently, as well as raising issues for further reflection, inquiry and discussion. The study chronicles CARE's involvement in education in the early 1990s, and concludes with issues CARE faces in education today.

This overview also gives insight into the ways in which CARE's education sector has grown. CARE country offices have engaged in an ever broader array of formal and non-formal education interventions in an ever more diverse range of settings — from conflict zones in sub-Saharan Africa to indigenous communities in South America. By providing a historical and contextual overview of education programming at CARE, the report traces CARE's path to a deeper understanding of how education interacts with political and cultural systems to shape education outcomes and environments.

An extensive document review, interviews with former and current CARE staff, and country office surveys have revealed how forward-thinking donors, CARE's commitment to understanding of poverty, the organization's long experience in desperately poor parts of the world and the formation of the Basic and Girls' Education unit have contributed to the evolution of education programming in the organization. Moreover, the process of writing the report brought to light interesting questions about where CARE might move in the future, given CARE's larger conceptual framework, the donor environment, and current partnerships and programs.

The report is structured to help the reader gain a holistic view of the BGE Unit's programming. The first part of the report discusses CARE's education programming in the context of CARE's conceptual framework and provides historical, global, regional and country level perspectives on its evolution. The review goes on to examine CARE's education programming thematically and by best practices. The evolution of the BGE Unit is also discussed. The final part of the report discusses the wider context in which CARE operates and gives recommendations for the future.

2.2 Methodology

More than 40 CARE documents prepared between 1994 and 2004 were analyzed including evaluations, reports and concept papers. Eighteen unstructured and semi-structured interviews were conducted with CARE USA staff and three unstructured interviews were conducted with outside education specialists (see Annex 1). A 14-question written survey was also administered to 28 CARE country offices that had education programs during FY04. Extensive telephone interviews were conducted with six country offices in Africa and Asia to collect case study information. Since most of the people interviewed and most of the documents reviewed came from CARE USA or CARE country offices whose lead member is CARE USA, this report is likely to reflect inadvertently a CARE USA perspective on the state of CARE's education programming.

2.3 Limitations of the Overview

The chief limitation of the study was the compressed timeframe in which the data were collected and the paper was drafted. This precluded visits to country offices or multiple conversations with education staff. It also constrained the opportunity for triangulating data, particularly on good practices and lessons learned. Both analysis and recommendations are considered preliminary, and require more data and additional time for reflection. Nevertheless, the information available for synthesis was rich in substance, and it is anticipated that the study will be a useful contribution to the literature on NGO work in education internationally.

Another limitation of the study is lack of data in some areas. Information is not always available about how certain decisions regarding education programming were made or about levels of investment in sub-sectors of education (e.g., adult literacy training, early childhood education). Also not available are more detailed education indicators and aggregated profiles of beneficiaries, such as ages of beneficiaries.■

Defining What Makes an Education Program

In developing countries, basic education often means completed primary school or its equivalent. In developed countries, basic education may mean completed secondary school and is computer literate. Basic education can also include children and adults, since many adults are illiterate or missed out on early schooling.

The 1990 Education for All Conference in Jomtien, Thailand, defined meeting basic learning needs as "both essential learning tools (such as literacy, oral expression, numeracy and problem solving) and the basic learning content (such as knowledge, skills, values and attitudes) required by human beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions and to continue learning." In 2000, the World Education Forum in Dakar, Senegal, noted that basic education is a fluid concept. CARE uses basic education in accordance with how it is defined in key international agreements, although these definitions change with time.

CARE's *Annual Project Information 2002* survey divides education projects into two types: (1) direct education interventions/projects (i.e., projects that focus interventions on enhancing an individual's ability to read, write, calculate, access and use information to think critically); and (2) indirect education interventions/projects (i.e., projects that in some way help individuals access schooling or alternative education programs, but do not address issues of retention, quality or completion). Country offices and the international discourse on education often divide education programming into formal and non-formal education, which roughly corresponds to CARE's use of direct and indirect education projects.

However, because CARE's education programs have incorporated new education interventions over the years, the boundaries of CARE's education programming in practice are sometimes unclear. For example, CARE's peace education program in Sri Lanka is not currently counted as an education sector project. Nor are projects that deal with landmine education. The definition of what is an education project is decided by country offices as they categorize all the projects in their portfolio and report once a year through mechanisms such as the CARE Project Information Network (CPIN). Additionally, since CARE promotes integrated programming, education activities may be embedded within other sectors.

3 The Growth of the Education Sector At CARE

3.1 CARE's Approach to Education Programming

Education, like other sectors at CARE, has been shaped by CARE's evolving conceptual approach to addressing poverty, which has shifted from focusing on poverty alleviation to poverty reduction and then to poverty eradication. CARE's interventions have changed from being welfare-focused to needs-focused and then rights-focused. In the education sector, early projects were a means to meet the basic needs of the poor (e.g., school feeding and school construction). Today, lack of education is considered an important contributing factor to poverty and gender disparities in its own right.

CARE does not promote education as the only means to eradicate poverty and cautions against looking for any single "magic bullet" — including lack of education — as a solution to end poverty. In its report entitled *A Conceptual Overview of Underlying Causes of Poverty,* CARE argues that the underlying causes of poverty are extremely complex and context specific. Education is one important way of addressing poverty. Indeed, one of CARE's greatest strengths is the multi-levels through which the organization engages communities across sectors.

Since CARE's work in education is closely tied to its evolving conceptual understanding of poverty, retracing CARE's conceptual thinking around poverty helps to illuminate how the organization's education programming has been shaped.

After decades of focus on meeting the needs of those living in poverty, CARE developed and adopted the Household Livelihood Security (HLS) model as its programming framework in the 1990s. This complex and sophisticated model grew out of the recognition that single-sector and donor-driven project design and programming did not adequately address the complex needs of vulnerable and poor people. People-centered development was needed. The HLS model combined three integrated ways of addressing poverty:

- Human capabilities (education, skills, health);
- Access to tangible and intangible assets (social, financial);
- The existence of economic activities (income generation, asset accumulation).

Since then, CARE has added several analytical approaches and lenses to the HLS model. The most recent addition is CARE's adoption of a rights-based approach. To reflect these new concepts in its work, CARE recently updated its HLS model and renamed it the Unifying Framework for Eradicating Poverty.

The Unifying Framework represents an important paradigm shift in CARE's conceptual evolution. It positions CARE away from static definitions of power (power over) to newer, systems-like thinking, dynamic interpretations of power (power within the context of relations between individuals and groups), and reflects some of the newest research in the social sciences.

The Unifying Framework focuses on three primary areas: (1) social positions (addressing social inequity); (2) human conditions (increasing opportunity); and (3) enabling environment (improving governance).

CARE encourages country offices to undertake their own analysis of poverty using the Unifying Framework for Poverty Eradication and Social Justice. In the Latin American region, education is already seen as a possible

means to strategically address underlying causes of poverty. In other regions, country offices are drawing on aspects of the Unifying Framework — especially its emphasis on a rights-based approach. In Benin, a rights-based approach was introduced cautiously to protect school girls against sexual harassment. The country office, which also has developed a four-prong approach to improving the education environments for girls inside and outside of school, plans to pursue a rights-based approach more aggressively in the next phase of its work.

As CARE becomes more experienced with a rights-based approach, education programming may evolve further in this direction. However, although rights-based approaches began to gain prominence in the last decade or so within the development field, its influence varies. The United States Agency for International Development (USAID), for example, has moved cautiously in its use of rights-based terminology. Therefore, the degree to which education projects incorporate a rights-based approach may also depend on relationships with program donors and partners.

3.2 Building an Institutional Commitment to Education

At its core, CARE's education projects have always ensured that people, especially girls in the most disadvantaged communities, achieve their right to basic education. Along the way, CARE's education sector has rapidly evolved.

Prior to the 1990s, CARE implemented education activities, but most often as a means to reach or complement goals in other sectors. Sometimes in cooperation with education ministries and sometimes without, CARE's education efforts were mostly confined to activities such as building schools, operating school-feeding programs, developing educational materials, and running literacy programs.

The impetus for CARE to become more involved in education was due to a combination of factors. By 1990, numerous studies had demonstrated that education — the ability to read, write, calculate, think critically, gather information, and apply knowledge — provided essential tools to overcome poverty. For example, research has shown that every extra year of education for a woman reduces her fertility rate, decreases infant deaths, and raises family income.

In 1990, the Education for All (EFA) World Conference was held in Jomtien, Thailand. The Jomtien conference officially marked the commitment of governments, international NGOs, and development organizations to the provision of basic education for all — including girls,

adolescents, and adults excluded from the formal education system. It also reinforced opportunities for NGOs, such as CARE, to undertake education sector programming at the community level.

Around the same time, between 1988 to 1992, CARE received a total of $1 million from an anonymous donor for education. This donation, combined with the personal interest in education of CARE USA's Senior Vice President for Programs, Marc Lindenberg, helped spur the organization to take a look at education as a serious approach to addressing poverty. In 1993, following a Global Trends workshop, CARE formally identified education as one of four key initiatives.

In 1994, through a CARE-wide survey of staff — girls' education was designated a high-leverage development initiative, along with small enterprise, water, and emergencies. Over the next three years, $1.7 million was raised for girls' education through the Global Initiatives campaign. This same year, CARE undertook its first systematic approach to education programming by

Table 1:
Timeline — Education Sector Development at CARE

1990	Education for All (EFA) adopted by broad coalition, including CARE, in Jomtien, Thailand.
1988-1992	An Anonymous donor gives a total of $1 million for education programming in four grants of $250,000 each.
1993	Global Trends workshop takes place.
1994	CARE USA establishes Global Initiatives for four priority areas, including education.
1994	Four pilot projects in girls' education proposed: first, Women's IDEA project in Peru begins operation.
1994	CARE hires educational specialist to work with the SEAD unit and the Women's IDEA Project.
1994-1996	CARE raises $1.7 million for education through Global Initiative.
1995	New framework for girls' education launched.
1996	Education projects in Egypt, Ghana, Somalia, and Tanzania funded.
1997	Education becomes a sector — BGE Unit formally established.
1998	Education expands with 20 projects in 18 countries.
1998-1999	Two workshops held in Cairo in 1998 and one in Atlanta in 1999 provided strategic direction.
1999-2000	The Anonymous donor challenges CARE to show commitment to education. Institutional Strengthening Grant and the Basic Education Fellowship introduced.
2000	CARE USA adopts education as one of three critical program focus areas.
2000	Second grant from an Anonymous donor renews support for Institutional Strengthening Grant and the Basic Education Fellowship.
2000	Patsy Collins Endowment supports the Basic Education Initiative.
2000	BGE Unit expands; three technical experts join staff.
2000	EFA goals reconfirmed in Dakar, Senegal; Millennium Development Goals (MDG) adopted.
2000	CARE joins the Basic and Girls' Education Coalition, Washington, DC, and the Global Campaign
2001	CARE commits, through a Mellon Foundation Grant, to fund an Inter-agency Network for Education in Emergencies (INEE) Coordinator position at UNESCO.
2003	Patsy Collins Trust Fund of $28 million allocated to CARE's education sector.
2004	Patsy Collins Trust Fund Initiative (PCTFI) Strategy approved by CARE USA Board.
2005	First-round of PCTFI funding distributed to country offices.

launching Women Investing in Daughter Education and Awareness (Women's IDEA). The goal of Women's IDEA was to increase girls' participation in school by facilitating small income-generating projects for mothers, thus reducing the need to use girls for domestic work. Projects in four countries were planned, with the first project launched in Peru due to an existing micro-credit program.

At the time, the goal of addressing direct and indirect costs of education represented cutting-edge programming. Girls' education was a new programming area for CARE, and although Women in Development (WID) programming did occur, gender-based programming that looked at socio-cultural contexts and quality issues was still fairly new. CARE's decision to focus on girls' education marked its firm commitment to gender issues and set the tone for a gender inclusive approach to education programming.

In late 1994, CARE USA hired its first education specialist in Atlanta, Dr. Jane Benbow, to work with the Small Economic Activities Development (SEAD) unit and to provide assistance for the Women's IDEA model.

With a central source of revenue, functioning projects, and an education specialist on staff, CARE had reached a major milestone in its ability to undertake education activities. Previously, such programming had been initiated at the country office level, if at all. The stage was now set for CARE to expand rapidly in its education programming, and it did.

In the first report on the Women's IDEA project from headquarters, Dr. Benbow recommended expanding CARE's education programming to include community schools (non-formal education), targeting girls' to enhance access and retention, literacy programs for women and out-of-school youth, and support formal schools (including teacher training and parent-teacher associations). The recommendation reflected research showing that increasing girls' enrollment depended on a more complex set of factors than just family income.

Based on this recommendation, a new education program framework was adopted. The new framework, which was supported by an anonymous donor, retained a special focus on girls, but expanded programming to a broader sector approach. Overall, CARE committed itself to discovering

Rights-Based Approach to Education

A rights-based approach is premised on the fact that people have basic human rights enshrined in internationally accepted laws, and that the realization of these rights is essential to people overcoming poverty and living in dignity. A rights-based approach implies a stronger commitment to equity principles, including gender equity and the social position of women in society. It also implies that programming should help individuals and communities to realize their rights by taking action on them.

In the context of education programming, a rights-based approach also includes embedding elements of empowerment, equity, and quality into projects, and promoting a supportive policy environment that can address issues of social justice. Understanding the nature of power relationships is central to a rights-based approach, which takes place at different levels — individually, on the community level, and on the national political level.

A CARE country office analysis of rural power structures in Bangladesh in 2001 is a good example of how power analysis can affect program design.

Another example of CARE's work in the rights-based arena is the development of its Benefits-Harms Handbook, which grew out of a review of CARE's work in Sudan in 1998. Realizing that it was important to understand the humanitarian, political, and security impacts of all CARE projects, CARE developed the handbook to help country offices understand three categories of human rights (political, security, and economic-social-cultural) when considering the intended and unintended consequences of projects.

and addressing the complex set of factors that presented barriers to education, especially for girls.

Education was moved out of the SEAD Unit and established as an independent sector in 1996. This move was significant, as education had not been viewed as a stand-alone sector in CARE before then. The new Basic and Girls' Education Unit, based in Atlanta, was set up to work with country offices globally and provided seed grants to country offices to develop pilot education projects, as well as matching funds to help leverage money from bilateral and private donors. The seed money and grants came out of the $1.7 million that CARE had raised through the Global Initiatives campaign.

In 1997, an anonymous donor provided funds for a critical multi-country initiative called the Basic Education Fellows Program. By the following year, the BGE Unit, working alongside country offices, had established more than 20 education projects in 18 countries, a growth rate of 2000 percent since 1996. CARE country offices reported a total of 289,665 beneficiaries, 62 percent of whom were women or girls. The BGE Unit worked closely with country offices to develop proposals, provide technical assistance, and encourage education programming. Capacity building of local NGOs and strengthening community school linkages were strengths of CARE's education programs, and represented its main intervention strategies.

Also in 1998, CARE began systematically to assess its education programs. Two fact-finding workshops were held in Cairo, and a third was held one year later in Atlanta. More than 70 participants attended, representing 20 countries. The workshops resulted in a set of long-range programmatic and operational objectives designed to capture an institutional approach to education programming. Education would be approached as a fundamental human right linked to social justice, not just as a way to achieve instrumental goals, such as increased child survival. Community mobilization and empowerment were to underpin three basic implementation prototypes:

1. Addressing issues of access, retention, and achievement in the formal primary school system;
2. Supplementing government educational services when unavailable; and
3. Meeting needs through non-formal education, such as literacy for adults.

By 2000, the number of CARE country offices with projects addressing aspects of basic education had grown to 27. The projects ranged from single interventions focused on school construction to multi-faceted interventions designed to address EFA goals. Some country offices, (e.g., Bolivia, Egypt, India, and Tanzania), had complex education strategies that merged all three of CARE's implementation prototypes. Other country offices, (e.g., Cambodia, Kenya, and Peru), had developed additional interventions such as NGO capacity building and advocacy mobilization.

In financial terms, the education sector was still fairly small — just under $6 million. Additional private donor funding prompted CARE to experience a second large leap in education programming.

3.3 Establishing an Education Portfolio

In 2000, the same anonymous donor who had provided funding to start the centrally funded Basic Education Fellows Program also provided funding for an Institutional Strengthening Grant that allowed CARE to hire three education technical specialists as part of the BGE unit. This led to the establishment of the Education Regional Advisory Committees (ERACs), where regional workshops, assessment tools, and additional capacity building in the region helped to strengthen CARE's education sector.

In 2001, education became one of CARE USA's program priorities. The CARE USA Strategic Plan of 2002-2006 identified three critical program focus areas: 1). HIV/AIDS; 2). Basic and Girls' Education; and 3). Rapid emergency response. In Basic and Girls' Education, the plan called for a specific focus on:

- Decreasing the gender disparity between males and females receiving basic education;
- Increasing the number of individuals acquiring a basic education; and
- Improving the quality of education available to communities.

Around the same time, donor Patsy Collins began providing funding for the Basic Education Initiative (BEI), an initiative that enabled the BGE Unit to fund pilot education projects and jump-start country office interest and capacity in education programming. BEI was active for five years between 2000 and 2005. Together, these additional private donations and increased institutional commitment enabled CARE to become a worldwide force in basic and girls' education.

In June 2002, CARE's education portfolio included at least 73 projects in 27 countries, with the number possibly greater due to incomplete data linked to CARE International's decentralized structure. The total number of beneficiaries in both formal and non-formal education was more than 500,000. Over 300,000 — the majority — were girls. Through the history of CARE, more than $75 million had been leveraged to support Basic Education.

Fifty-three of the 73 projects focused directly on education — enhancing an individual's ability to read, write, calculate, access, and use information to think critically. Twenty projects focused on indirect education — helping individuals access schooling or alternative education programs (API 2002). With the largest number of formal education projects, the Asia region had the greatest number of beneficiaries — more than 200,000. The Africa region had the largest total of education projects overall, numbering 32.

With education programming growing rapidly as a sector within CARE, it was no longer practical for the BGE Unit to attempt to provide technical support or seed money for *all* education projects. To some extent, country offices pursued education programming on their own as their internal capacities to undertake education projects developed, due in part to a growing number of in-country education specialists and strategies. Also, some projects, such as a peace building project in Bosnia-Herzegovina and a HIV/AIDS awareness training program for teachers in Zambia, fell outside the scope of the education sector (as tracked in CARE USA annual surveys) due to integrated programming or the changing definition of education programming.

CARE's growing institutional capacity within education helped attract major grants, including $25 million to lead the USAID-funded Sudan Basic Education Project. CARE also successfully joined several consortia that allowed for faster access to U.S. government funds (e.g., Basic Education Program Support, and the Educational Quality Improvement Project – Awards 1 and 2).

In 2003, the BGE Unit adopted its first formal strategic plan (see Section VI for more on the BGE Unit and its strategic plan). The plan had three goals:

- Increased basic education attainment;
- Improved gender equality in basic education; and
- Enhanced quality of basic education.

Designed to provide vision and leadership for CARE USA's education programming over the coming five years, the plan also acknowledged that education programming is carried out in a highly decentralized system that involves CARE regional and country level strategies, priorities, and programmatic initiatives.

When CARE USA extended the horizon of its 2002-2006 Strategic Plan to 2008, BGE, along with HIV/AIDS and

Water, was singled out as an organizational focus area. In the plan's extension, specific focus for BGE was on:

- Increasing strategic alignment of resources;
- Strengthening institutional capacity of CARE and partners; and
- Engaging in partnerships and social movements working to end poverty.

The inclusion of education in the plan's extension was highly significant in demonstrating the degree of institutional commitment to BGE as a sector. Because of its size and design, CARE's educational programming positioned the organization to contribute to intellectual global capital in a world where huge basic education disparities remain. Not only does CARE seek to share and contribute to global knowledge, but such contributions help open the door at the country office level to participate in global education partnerships.

The table below provides examples of the diversity of CARE's education programming. When CARE began systematic education programming, projects were mainly funded through private donations and had specific outcome objectives, such as increasing girls' enrollment in a specific community.

Now, projects can be initiated at the country level or as part of new global partnerships (see section VII), with objectives that can be measured in terms of ability to manage multi-partner projects and contribute to intellectual output as well. CARE's interest in and ability to adapt to evolving types of education initiatives is an important part of CARE's growth in education programming.■

Table 2:
CARE Education Programming-Examples of Key Global, Country Level, and Privately Funded Initiatives

Type of Initiative	Project	Total Grant Amount
Global	Patsy Collins Trust Fund Initiative (PCTFI)	$28,000,000 — Multi-year funding
Global	Educational Quality Improvement Program (EQUIP I)	$641,088 — Central, multi-year funding for CARE staff intellectual contributions
Global	Basic Education Policy Support	$400,000 — Multi-year funding; personnel and intellectual capital
Global	Inter-agency Network for Education in Emergencies (INEE)	$187, 602 (2001 — 2004) $180,000 (2004 — 2005)
Country Initiative — CARE Sudan	Sudan Basic Education Project	$25,000,000
Country Initiative — CARE Egypt	New Schools Project	$28,200,000
Country Initiative — CARE Afghanistan	Afghanistan Community-Based, Gender Sensitive Basic Education for the Poor	$4,000,000
Country Initiative — CARE Ethiopia	Strengthening Communities through Partnerships for Education (SCOPE)	$1,300,000
Privately Funded Initiative	Basic Education Fellowship (BEF) — Kenya and Tanzania	$1,194,836
Privately Funded Initiative	Basic Education Initiative (BEI) — 16 Countries received support in 2002	$2,713,500

Box 1

Profile: Bangladesh

Creative and holistic approaches to education program design

Bangladesh has made huge strides toward achieving universal primary enrollment and gender parity. But quality of education — evidenced by a drop-out rate of more than 35 percent — remains an issue for millions of underserved students. This is particularly true for children in urban slums, remote rural areas, and those who are members of marginalized ethnic groups, where poverty continues to be a real and growing threat.

Between 2000 and 2005, CARE ran the Chittagong Hill Tracts Children's Opportunities for Learning Enhanced (CHOLEN) project. CHOLEN worked with government, semi-government, and community schools in the southeast corner of Bangladesh, where about one million mostly indigenous people are suffering the consequences of nearly two decades of armed conflict, including a dysfunctional school system.

In 2003, CARE began two smaller pilot projects. The School Effectiveness through Union Parishad (SETUP) program worked with poor rural children in the northwest river belt area. The Community Resource Center (CRC) project worked with young children and adolescent girls in city slums.

All three projects drew on initial community interest in education, and then assisted communities to find creative ways to provide their children educational opportunities and keep them in school.

In the CHOLEN and SETUP projects, for example, mothers' groups were formed to encourage their daughters' participation in school. Typically, nine to 12 mothers in a village met once or twice a month. A village representative is chosen to report to an executive committee of mothers, and the executive committee communicates directly with a school.

Because of the large number of NGOs working in Bangladesh, most villagers were already familiar with committees and formal organizing processes. But CARE was a pioneer in introducing committees associated with education and schools. The mothers' groups proved so popular that fathers started attending, learning about issues such as enrollment, attendance and extra-curricular activities in schools. The mothers' groups also began expanding their focus to boys, who often attend school irregularly because they are needed to work in the fields. Through a group discussion process, parents became more aware of the long-term consequences of taking children out of school to work, and the potential future benefits of children earning higher wages by staying in school.

The CRC urban slum project also worked with parents, but in a less formal setting. While mobilizing to establish four resource centers as part of another CARE project, slum parents identified education for young children as a priority. Community management committees began running education programs at the resource centers, and learner groups of children were established. In order to continue this momentum and give the slum children an opportunity to receive a formal school education, CARE helped parents organize further and generate a central fund for sustaining and registering a school.

Teacher training was another important element of CARE's work in education. Using a child-centered active learning pedagogy that included classroom follow-up activities, teachers received training unavailable in government training institutes. This more active learning pedagogy increased retention and encouraged girls to participate on equal terms with boys.

One of the unexpected and most effective aspects of CARE's involvement in education in Bangladesh has been the dual process of demystifying government for villagers and the urban poor, while assisting the government to understand its mandate in a practical, concrete way. In the SETUP project, for example, villages and dormant local government committees formed strong links in the process of dealing with school and education issues. While forming Parent Teachers Associations and other community capacity initiatives has long been a hallmark of CARE's work globally, the linkage between citizens and government at a local level has been one important way Bangladesh's education capacity has evolved.

Challenges remain, such as teacher quality in government schools and sustainability in community schools, but the combination of community ownership, strong linkages to local government, mothers' groups, and working with teachers inside the classroom, has proven to be a powerful model.

4 CARE's Country Office Capacity in the Education Sector

4.1 Growth of Education Programming in CARE Country Offices

As the development of Basic and Girls' Education at CARE became more sophisticated, education programming has also become an increasingly important part of country office portfolios. This is confirmed by the expansion of country offices' education portfolios since the 1990s. Of 28 countries, two-thirds, saw an increase in their education portfolios over the last decade. Only two country offices — Ghana and Haiti — reported an actual decline. The majority of country offices also reported fairly steep growth in their education portfolio, with about a third holding current education portfolios totaling $1 million or more. In 2004, six countries — Afghanistan, Egypt, Mali, Peru, South Sudan, and Tanzania — had an education portfolio totaling $3 million or more.

The increasing importance of education programming within CARE also can be seen in terms of numbers of beneficiaries. In 2003, Asia reached the greatest number of beneficiaries, almost 140,000 people, the majority of them in Bangladesh and Afghanistan. The East and Central Africa region had the second highest number of beneficiaries, with the largest number in Kenya and Tanzania. Next were the Latin America and Caribbean region, with the highest numbers of beneficiaries in Ecuador; and the Southern and West Africa region, with most beneficiaries in Zambia. The Middle East and Europe region had the lowest number of beneficiaries at less than 40,000. However, this region had relatively high levels of funding, thanks to a large grant awarded by USAID to CARE in Egypt, primarily for school construction.

Although the number of beneficiaries is still relatively small compared to other sectors in CARE USA, such as economic development (almost three million), their numbers have grown significantly from 1996, when there were a total of just 11,744 people benefiting from education programs at CARE. The high point, officially, in number of beneficiaries reached was in 2000, when more than 1 million people benefited from CARE's education programs.

At the project level, CARE's education programming is growing in terms of numbers, complexity of interventions, and in some cases, financial size. In 2004, CARE had more than 70 education projects, compared to just four in 1994 and 20 in 1998. Between 2000 and 2004, growth in projects across regions has been fairly consistent, with Asia, Latin America, and Africa accounting for the greatest number of new projects.

Projects are also often growing more complex. Increasingly, country offices are making use of multi-pronged education interventions designed to enhance outcomes and effectiveness synergistically. An example is CARE Bangladesh. The country office combined aspects of community mobilization, community ownership of schools, teacher training, and creating linkages between communities and local governments to create a powerful model that works in the context of that country.

Financial size is also a way to measure the growth in CARE's education programming. In the last four years, the overall financial size of CARE's education projects increased more than six-fold, although this figure rises and falls with the ebb and flow of individual projects.

The New School Project in Egypt, for example, involved CARE in a massive initiative that involved handling

millions of dollars per year (close to $10 million in 2003 alone) and managing large-scale construction projects. CARE plans continue to make use of its NGO alliances and partnership relationship with the government to advocate for poor and marginalized communities in Egypt's emerging, nationwide education strategy.

Honduras, Bangladesh and Kenya also are countries where CARE education programming has had a significant impact nationally, although in terms of funding, its programs do not rank among the largest in dollar amounts. Sometimes the impact is in terms of unexpected consequences, which allow a government to adapt and change its educational strategy when an approach is demonstrated not to work.

For example, CARE's work with vocational schools in Kenya had an unintended impact. It showed that Kenyan communities, when put to the test, largely rejected vocational schools. CARE's experience allowed the Kenyan government to move forward with more sustainable educational efforts. Today, CARE continues to play a strategic role within the Kenyan education system, both on-the-ground and in a larger advocacy framework (see Case Study on Kenya on pg. 25).

4.2 A Regional Overview

CARE undertakes education programming in all developing regions of the world. While many education programs share similar elements, education projects also vary across regions due to differing education needs and priorities. CARE's regional management units, which oversee country offices and their programming, play a role in helping to shape education programming regionally.

They work with country offices in developing regional strategies to address pressing challenges and goals. Regional education programming has traditionally been shaped in part by the BGE Unit, particularly when technical specialists have been assigned to specific regions. The BGE Unit has also sponsored workshops and ERACs that facilitate the exchange of valuable insights on a regional basis.

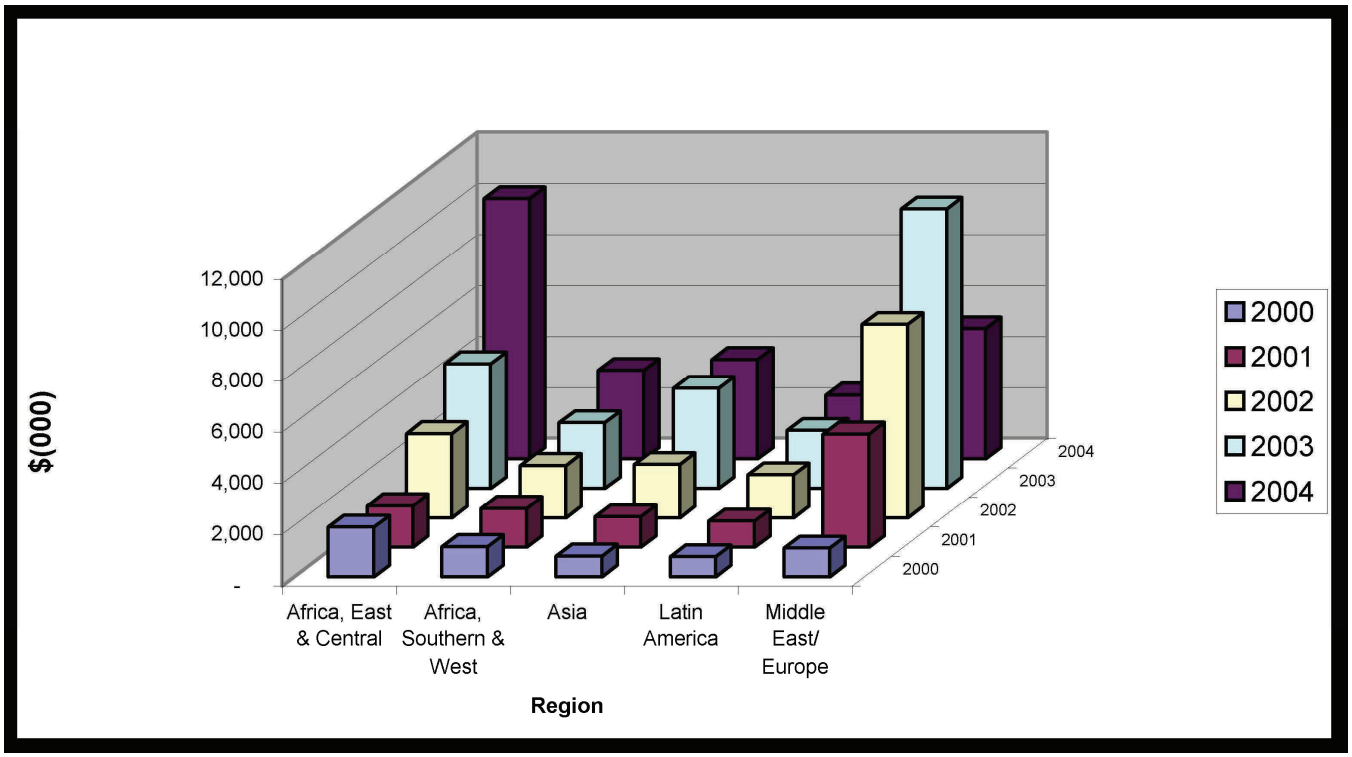
The distribution of education expenditures, varies from year to year (see graph 1). Latin America, Asia, and Southeast and West Africa grew fairly steady in expenditures from 2000 to 2004. By contrast, Eastern and Central Africa experienced a surge in expenditures due to cost-intensive projects in Tanzania and Sudan in 2004. Likewise, the Middle East and Europe region experienced a large increase in expenditures in 2003, due to the New School Project in Egypt.

The number of education projects also differ among regions and over time (see graph 2). The Middle East and Europe is the only region with a consistently steady number of education projects from 2000 to 2004. It also has the fewest projects. All other regions have experienced a steady increase in their numbers of education projects, although both Asia and Eastern/Central Africa registered a slight drop in numbers in 2004. Africa, as a whole, (combining the two regions of Southeast and West Africa, and Eastern and Central Africa) reported the largest number of education projects, with a total of 26 by 2004. Latin America had the next largest number of education projects, with 18 in the same year.

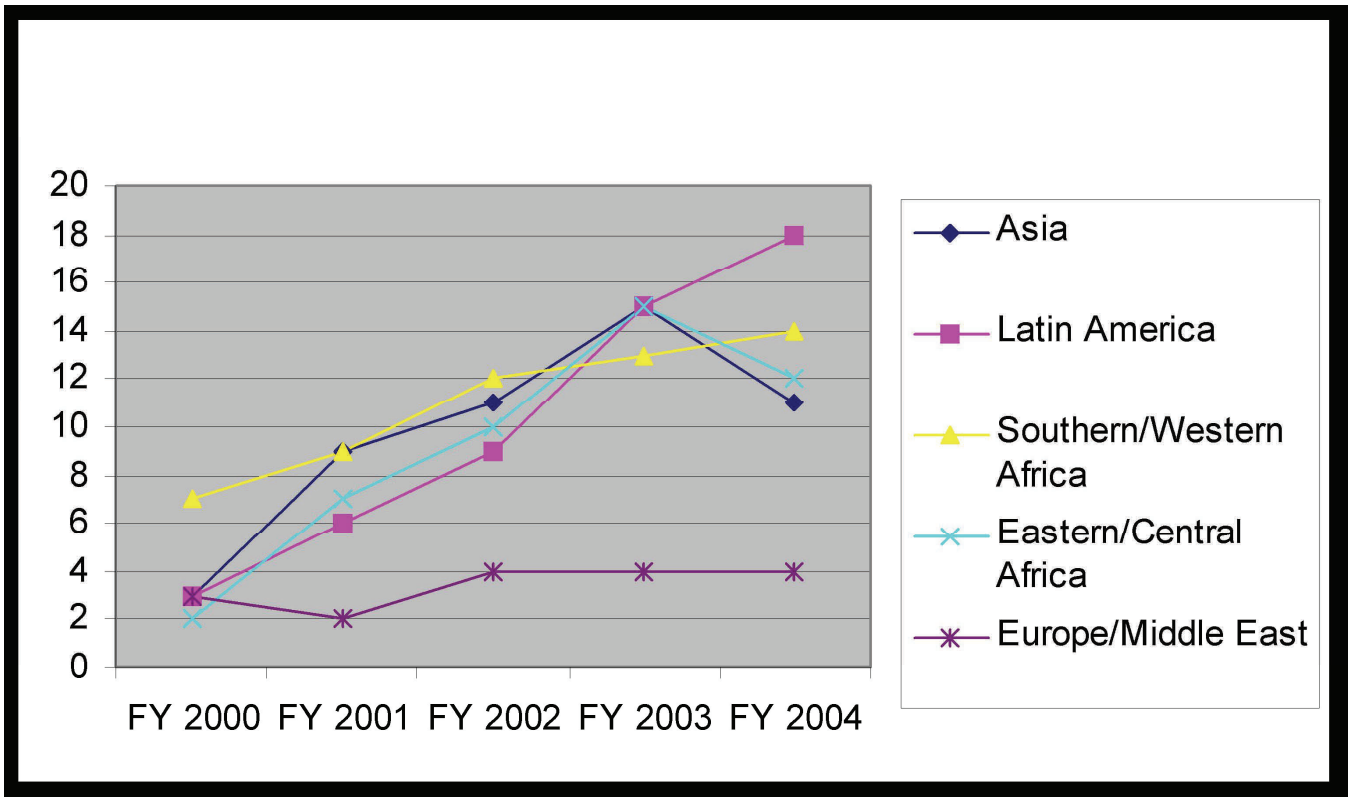
Table 3: Country Office Education Portfolios: Funding Trends, 1994-2004

Performance of Education Portfolio in Terms of Funding	Countries
↑	Afghanistan, Benin, Burundi, Cambodia, Egypt, Ethiopia, Honduras, Kosovo, Malawi, Mali, Niger, Peru, Rwanda, South Sudan, Tajikistan, Tanzania, Togo, Yemen
↕	Bangladesh, El Salvador, India, Kenya
=	Bolivia, Ecuador, Guatemala, Somalia
↓	Ghana, Haiti

Graph 1: Education Project Expenditures by Region, 2000-2004



Graph 2: Number of Education Projects by Region, 2000-2004



Asia Region

Countries with education projects in this region in 2004: Afghanistan, Bangladesh, Cambodia, India, and Tajikistan

Asia has highly diverse development issues and educational needs. Because of this diversity, a formal regional educational strategy has not yet been conceptualized. However, the region is sharing an innovative, cross-sectoral approach to addressing its needs by moving from a project-based approach to long-range program strategies. These long-range program strategies, supported through the Asia Regional Management Unit (ARMU) and the BGE Unit, involve rights-based approaches and advocacy for policies that focus on long-term needs.

One of these long-term needs is basic education among vulnerable groups in society, especially girls and children from minority groups. All countries face the common issue of discrimination against women and girls. In Asia, the barriers to girls' education can be particularly complex. For example: the social caste system in India poses additional barriers for girls; ethnic minority languages and cultures are issues in Bangladesh and Cambodia; and long-term conflict, culture, and religion complicate educational issues for girls in Afghanistan and Tajikistan.

Supporting long-range program strategies also means developing internal capacities, with less priority placed on chasing trends in donor funding. For example, Bangladesh and Sri Lanka both have program strategies that emphasize finding resources to meet identified long-term goals, such as the CHOLEN project in Bangladesh's hill tribes area, and the RISEN project in Sri Lanka. India and Afghanistan may be the next country offices to take this long-term programming approach, although both already have well-developed education strategies.

Education as a priority varies from country to country in this region. In Afghanistan, education appears to be an important priority for communities. In India, the formal education system is very well developed, but the barriers to girls' education in rural areas are enormous. In fact, India has the largest absolute number of out-of-school children and youth of any country in the world.

Attainment, equality, and quality are the greatest priorities for this region. Education efforts are reinforced by ARMU's allocation of annual funding for the advancement of education in the region.

Latin America and the Caribbean

Countries with education projects in this region in 2004: Bolivia, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Nicaragua, and Peru

This region has approached the issue of poverty eradication systematically and strategically. Education has long been intuitively considered one of the key factors in eradicating poverty. As of 2004, this region's country offices prioritized the following issues: (1) poverty-related equity and discrimination; (2) diversity; and (3) organizational effectiveness.

Social learning is also being mainstreamed in all projects in this region, as a way to leverage the learning of people outside of CARE. The goal is to transform tacit knowledge into explicit knowledge, and to make links from theory to practice, particularly reflective practice.

For education programming, this has meant an emphasis on conceptual growth even within longer-standing thematic areas. Regional cooperation also has meant that education programming benefits from wider analysis. For example, each country office will review its planning and select MDG (Millennium Development Goals) indicators as targets. It is likely that quite a few will select an education indicator. The priority areas for education currently are: quality in rural education; bilingual education; and child labor.

The establishment of the BGE Unit and the subsequent availability of ERACs have made a significant difference in CARE's work in Latin America and the Caribbean. In 2000, only four countries in the region had education programs. Currently, all eight countries in which CARE works have education projects.

The region also increasingly is involving parents and students in curriculum and school governance. Student councils and instituting competency tests for teachers are examples of this. Honduras is a good example of where

this approach successfully grew into a national policy based on a pilot project at just one school. The program was modified and replicated in Ecuador. In Peru, the country office is working on implementing a law that it helped pass earlier guaranteeing universal enrollment for girls in quality, equitable basic education. This will be a key test of the region's ability to make policy and advocacy programming and activities work in a sustainable manner.

East and Central Africa Region

Countries with education projects in this region in 2004: Burundi, Ethiopia, Kenya, Rwanda, Somalia, South Sudan, and Tanzania

The East and Central Africa region contains the highest proportion of people living in poverty of any world region: 80 percent earn less than $2 a day. Some of the underlying causes of poverty in the region are due to HIV/AIDS, food insecurity and chronic vulnerability, as well as violent conflict. Eight out of ten countries in this region are in conflict or post-conflict situations, with the two remaining countries — Kenya and Tanzania — hosting refugees from neighboring countries.

Orphans and vulnerable children are a priority in the region because of conflict, HIV/AIDS and poverty. In the Horn of Africa, food security is an ongoing challenge and contributes to extremely low school enrollment levels, as children are required to work to help support their families.

CARE's regional strategic framework, adopted in 2003, is guiding further examination of the region's complex problems by focusing on (1) power relations (inequality, discrimination) and (2) governance. Education is the cross-cutting theme that deals with issues of allocation and access to quality education.

Non-formal education through community schools is a cornerstone of educational programming in the region. Although CARE is moving away from vocational education, it remains embedded in programs in Burundi, Kenya, Rwanda, Somalia, and Tanzania. Where it is possible, CARE is encouraging education decision makers to include four or five approaches in one education program (e.g. HIV/AIDS programming, feeding, vocational, and community schools). During the last four to five years, CARE also has focused on HIV/AIDS and orphan populations, and has recently moved into teaching development and educational quality enhancement activities.

Funding from Patsy Collins, through the BEI, sparked a great deal of interest in the region in girls' education. However, concern that cultural boundaries are being pushed too far and that "outsiders" do not understand local social and cultural contexts has prompted CARE to proceed carefully in this area.

Other debates encompass how to include HIV/AIDS activities in formal schools, and the role of parent-teacher associations in a region where governments and official teaching staff are expected to be responsible for education. Accelerated learning has been introduced in places like Rwanda, with promising results (see profile on Rwanda on pg. 24).

Southern and West Africa Region

Countries with education projects in this region in 2004: Benin, Ghana, Malawi, Mali, Mozambique, Niger, Togo, and Zambia

Both Southern and West Africa are characterized by conflict, HIV/AIDS, and food insecurity. Because of the severe and inter-related development and humanitarian needs in this region, "point of entry" issues into community and national development are an issue. Country offices have put a great deal of thought into whether education is the best way to address urgent and complex needs or whether some other type of intervention more urgently requires resources.

Education has played an important role in CARE's work in this region and has utilized diverse models of programming. Education programs addressing HIV/AIDS is one key program intervention area. In Benin, CARE is working to strengthen the capacity of the Ministry of Education to address the threat HIV/AIDS poses to the education sector. In Malawi, CARE is building the capacity of teachers to address their own behaviors to prevent the spread of HIV/AIDS. In Zambia, CARE focuses on the educational needs of orphans and vulnerable children. In Mozambique, HIV/AIDS education is integrated into a health program targeting out-of-

school youth.
Education to combat child labor is another intervention area. In Togo and Mali, child trafficking is being combated by providing access to quality education, formal and non-formal. In Ghana, CARE is piloting an intervention that enables working children to have access to education through flexible and alternative education programs.

Other education interventions in the region include civil society involvement in education (Ghana, Malawi, Mali, Niger, Togo, and Zambia), and alternative and accelerated learning for out-of-school children. Niger targets children in remote rural areas where schools are scarce by organizing flexible school models that allow children to complete a six-year primary school curriculum in three years.

The two main educational challenges in this region are limited access to donor funding for education, and how to scale up education models and interventions. CARE country offices in Angola, Sierra Leone, and Madagascar have expressed interest in education programming, but the Sector-Wide Approaches (SWAps) that many donors and governments have embraced make it difficult for NGOs such as CARE to access funds.

Many of the education interventions being used in this region have a great potential to significantly contribute to EFA goals, but have a limited impact due to their size. For example, the excellent work that CARE is doing about girls' education in Benin is limited to the north of the country.

4.3 Donor Impact

CARE's work in education programming has significantly benefited from the generosity of donors. For example, in 2000 the SALL Family Foundation allocated $450,000 for the Youth In Development Initiative (YDI), which ended in 2004. The YDI funded pilot projects in Cambodia, Ghana, Peru, and the Philippines to find particular solutions to the problem of youth that dropped out from school and lacked reading, writing, and basic life skills. Another major grant was from the Mellon Foundation, which funded the INEE Coordinator position at UNESCO for three years.

Two donors in particular have been crucial to the development of CARE's education programming, both in breadth and scope.

Anonymous Donor

An anonymous donor has played a key role in assisting CARE to strategically develop its education programming. From the $1 million in gifts given from 1988 to 1992, which provided the first input into an education sector at CARE, through the support of the Basic Education Fellowship (BEF) Program and the Institutional Strengthening Grant (ISG), this Foundation has been instrumental in the development of a strategy and a learning process and the growth and reputation of basic and girls' education at CARE. The BEF and the ISG grants are of particular importance.

The Basic Education Fellowship

The Basic Education Fellowship began in 1997 to strengthen the institutional and organizational capacities of local Non-Governmental Organizations and Community Based Organizations in Kenya and Tanzania. The program, implemented in two phases, (1997-2000 and 2001-2004), supported projects in early childhood development, formal school education, and adult literacy. An evaluation workshop in 2004 pointed towards several achievements. The most significant achievements were in advocacy, where Fellows have become visible partners in the education sector in Kenya and Tanzania. Fellows have helped shape government education policy, created or joined key education networks, championed the integration of ECD in formal primary education, and played a major role in shaping curricula for children in nomadic communities. Importantly, Fellows have also mobilized communities to increase enrollments in ECD, formal schools, and adult literacy programs; integrated gender issues into teacher training; and contributed to curriculum development and PTA training. Almost $4 million has been programmed through the BEF over the two phases.

The Institutional Strengthening Grant

The Institutional Strengthening Grant was provided over a four-year period ending in 2004. The focus of this grant is on improving the quality of CARE's programming through increased provision of technical assistance, staff development, improved monitoring and evaluation, documentation of best practices, and support of fundraising efforts. The grant funded:

- Three technical advisors and a learning and information specialist, who provided the technical input to develop proposals, raise funds, provide oversight and sustain quality programming;
- The development of the Organizational Learning and Assessment Tool, the OLAT;
- The ERACS, regional education advisory committees;
- A number of documents and tools, such as the *Working with Communities to Improve the Quality of Basic Education,* and the *Working with Teachers to Improve the Quality of Education.*

Patsy Collins

Priscilla Bullitt Collins also played a critical role in advancing educational programs targeting the most marginalized, funding the Basic Education Initiative in 1999 and the Patsy Collins Trust Fund Initiative in 2003.

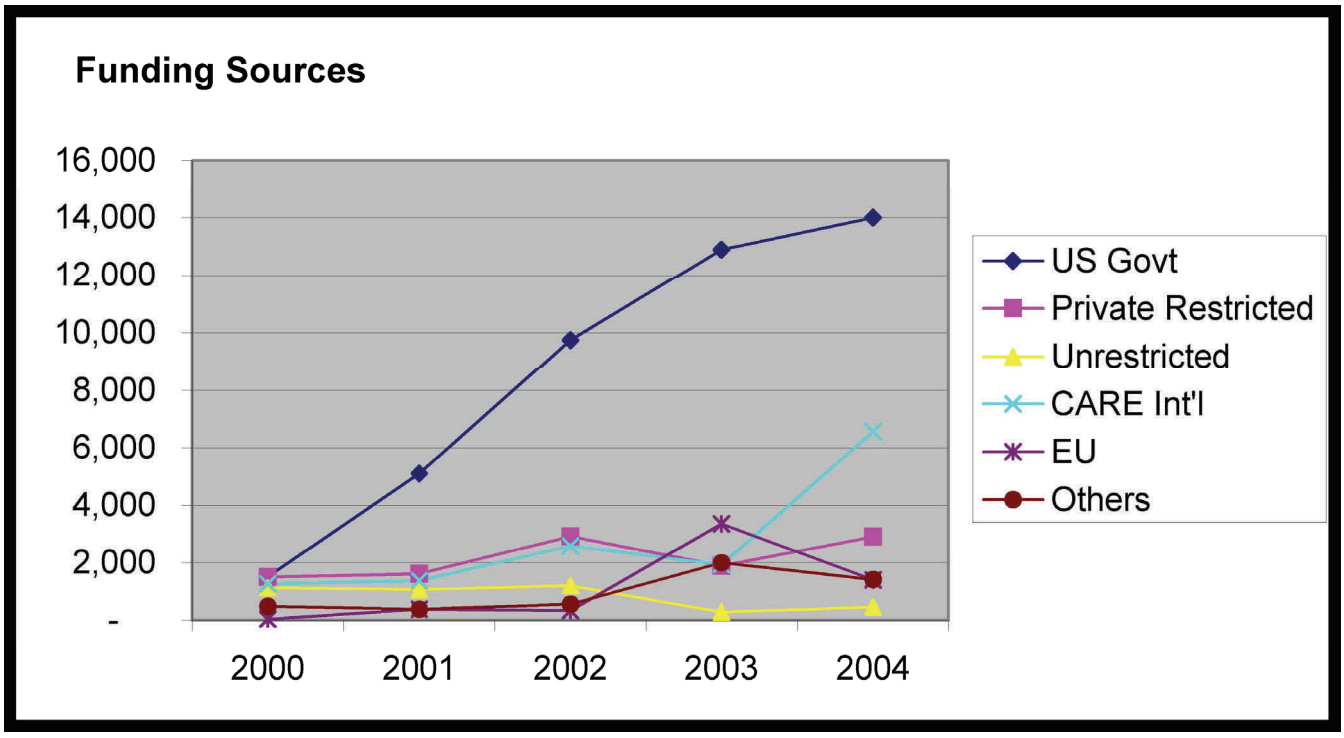
The Basic Education Initiative

The Basic Education Initiative (BEI), funded by Patsy Collins through the Patsy Collins Endowment, has been another important source of funding for CARE and the BGE Unit. CARE launched BEI in 1999 through a lead gift from Patsy Collins and an institutional match by CARE's Senior Vice President of Programs, Patrick Carey. Combined, these two gifts provided approximately $3.4 million to enhance and expand education programming at the country level.

In 1999, the BGE Unit requested grant proposals from country offices for disbursement of BEI funds. Projects were evaluated against two main criteria: (1) support and strenghtening of existing programs based on CARE's Core Program Model at that time (community schools, early childhood development, and literacy for out-of-school youth); and (2) support of pilot projects for new target groups and/or support of pilot efforts in country offices not currently involved in education programming.

By 2004, BEI funds supported projects in 19 countries, as per Table Four. The interventions were often new, designed through the joint efforts of the BGE Unit and country office staff. For example, they include: support for the access to and the quality of education of indigenous and ethnic communities in Bangladesh, Cambodia and Honduras; life skills education in Bolivia and Uganda; child-centered learning in El Salvador; a project that works with child trafficking in Ghana; and community mobilization activities in Egypt. The BEI also provided funding support for education sector coordinators in

Graph 3: BGE Unit Funding Sources from 2000-2004



Cambodia, Ghana, Tanzania, Niger, Nicaragua, and India, which have developed sector strategies, training, and programming in their offices.

Patsy Collins Trust Fund Initiative

The Patsy Collins Trust Fund Initiative (PCTFI) is a twenty-year opportunity to address the underlying social, cultural and economic barriers that prevent girls from realizing their right to education. Funded through a generous $28 million gift from the Pasty Collins' Charitable Remainder UniTrust in 2003, a strategy for PCTFI was approved by the CARE USA Board in 2004 after careful research and planning. That strategy outlined five objectives, and a single goal for the initiative: *To make a difference for marginalized girls: ensuring their rights to appropriate education and development; supporting their positive participation in their communities and society; and empowering them to fulfill their greatest human potential.* The Initiative emphasizes working in partnership with public, private, and NGO partners, and aims to create an enabling environment in which girls will learn and become change agents of today, as well as the leaders of tomorrow.

Three strategic approaches underpin the work of PCTFI: (i) Foster innovation; (ii) Improve institutional knowledge and learning systems; and (iii) Contribute to and influence global, regional, and local coalitions. Fundamental to the PCTFI strategy is the implementation of a series of innovation cohorts, wherein a set of country offices receive funding to increase the reach of their education programs and address the rights of marginalized girls more effectively. Complementary activities help to build CARE's influence and knowledge base. By focusing on grounded analysis and innovative responses to how and why girls are marginalized in education and society, PCTFI allows CARE to contribute to understanding about how the most vulnerable girls become marginalized, as well as how best to address the conditions that deny girls their rights.

4.4 Financial Overview

CARE's investment in basic and girls' education has increased by almost $23 million over the past seven years, from $3.8 million in 1997 to $26.7 million in 2004 (excluding the $28 million contribution from the Patsy Collins Trust Fund in 2003). The vast majority of this increase in recent years has come from U.S. government sources.

The U.S. government is by far CARE's largest source of education funding (excluding funding from the PCTF). CARE saw an increase in US government funding from $1.5 million in FY 2000 to $14 million in FY 2003 (see Graph 3). According to a recent situational analysis for USAID, the overall basic education budget for USAID more than doubled during the last 10 years, from $111 million to $273 million, with increases most dramatic between 2002 and 2003 due to additional funding for programs in the Middle East and South Asia (Rawley, et al., 2004). Other sources of revenue have remained fairly consistent, except for a spike in funding from CARE International in FY 2004.

CARE received funding in FY 2003 from a variety of multilateral and bilateral sources, including CIDA — IHA, the European Union via CARE UK and CARE Germany, the Dutch government, and DFID. But these appear to account for a relatively small percentage of funding for education projects, at around $2 million total. However, in FY 2004, a major grant for Tanzania from the Dutch government boosted the total amount of education funding under CARE International to more than $6.5 million, an amount included in the $26 million CARE allocated to education programming in FY 2004.

Although U.S. government funding dwarfs other forms of financial support for basic and girls' education, in some ways it obscures the importance of other sources of funding for this sector. U.S. government grants usually are aligned to meet U.S. strategic interests, and may not always fit with CARE education priorities. Also, U.S. government grants tend to come with greater programmatic restrictions. Therefore, funding from other sources is essential to CARE's and the BGE Unit's work in terms of piloting new initiatives, pursuing the CARE vision of poverty reduction, and pursing an institutional approach that will become relatively sustainable through reputation and diversified funding sources.

Apart from grants, financial support for education and the BGE Unit has come largely from key donors and CARE

USA special fundraising and marketing initiatives to support the education sector.

Prior to the PCTFI, the BGE Unit's financial backing came in equal parts from three primary sources: an Anonymous donor, the BEI (Patsy Collins), and CARE USA's unrestricted funds. CARE USA's direct marketing campaigns, which annually target about 300,000 people, have raised between $750,000 and $800,000 annually since 2000. Theses funds generally have been utilized in country offices, although small amounts have supported some activities in the BGE Unit.

By 2004, sources of financial support for the BGE Unit had shifted. The Patsy Collins Trust Fund left CARE with a bequest of $28 million. Strategies for using these funds, which come with donor stipulations, will be critical for the overall health and growth of the sector. ■

Table 4:
Education Projects Piloted and Activities Supported through the BEI: 2000-2004

Uganda	Education for Greater Empowerment/EDGE
Bangladesh	CHOLEN / Girls' Education
S. Sudan	Rebuilding Education and Civil Society
Mali	Development of Education Sector Strategy
India	Education Sector Coordinator, Training Activities, and Project Inputs
Tanzania	Education Sector Coordinator
Togo	Child Trafficking, and Strengthening Capacity of the country Office
Egypt	Community Schools / CASE
El Salvador	Education in Emergencies, Teacher Training, Child-to-Child and Early Education Development / EDUCAS
Honduras	Girls' Education and Quality Education / PROHACE
Bolivia	Education and Leadership for Girls and Young Women
Kenya	Girl Child Project
Haiti	The Sustainable Increase in Food Security for Haiti, and Improving the Quality of Education in the Lower Grades of Primary School
Peru	Quality of Education, and Education Sector Coordinator / EDUBIMA
Cambodia	Girls' Education and Rights Based Approaches / GABE
Burundi	HIV/AIDS and STEP-Orphans and Vulnerable Children
Rwanda	Life Skills non-Formal Education, CHILD / YIELD
Niger	Education Sector Coordinator and Children of the Desert — Linking Education and Democracy Project and Maradi Youth
Nicaragua	Education Sector Coordinator and Improve the Quality of Education for Children in Six Communities of Jinotega

Box 2

Profile: Rwanda

Using innovative educational approaches in a post-conflict environment

Education has played a practical role in addressing post-conflict issues related to Rwanda's 1994 war and genocide. Linked to better governance, combating HIV/AIDS, and economic recovery, innovative educational programs are proving to be at the nexus of Rwanda's overall re-building and recovery effort.

Even before the war of 1994, Rwanda faced a high illiteracy rate. After 1994, illiteracy levels skyrocketed, with almost an entire generation of children experiencing disrupted or no schooling in addition to often assuming economic responsibility for their families due to war-related deaths and HIV/AIDS.

To address this situation, CARE Rwanda selected education as the focus of its 2002-2006 strategic plan, and launched its first education program in 2003. CARE's work in education dates back to 2000, however; in one province CARE incorporated primary school curriculum development and parent teacher association activities into water, hygiene, agroforestry, and environment projects.

The Community Harnessed Initiatives for Children in Learning for Development (CHILD) project focused on improving disadvantaged youths' access to quality basic education and life skills in one district of Ruhengeri Province. This approach was incorporated into the Youth Initiatives to Enhance out-of-school Learning for Development (YIELD) project. The YIELD project focused on improving disadvantaged youths' access to quality basic education and life skills in three districts of Umutara Province. CARE initially modeled the program on a multi-grade schools project in Egypt. The program was then modified using an accelerated learning model, a new model also being embraced by Rwanda's Ministry of Education. Accelerated learning allows students to compress two or three years of schoolwork into a single year through innovative pedagogical approaches such as brain-based learning, which draws on a theory that people learn better and more intensively by active use of their five senses.

The CHILD and YIELD projects provide basic literacy and numeracy training to out-of-school youth aged 13 to 25 in an informal school setting. Volunteer members of the community — often schoolteachers — take on 10 to 15 youths each in a classroom setting. Later, additional volunteers with skills in various trades and businesses take the students on as apprentices in a workshop setting. Once the youth master basic literacy skills, they are offered vocational training to become productive members of their community. The vocational training consists of skills in high demand, such as carpentry, tailoring, embroidery, and transformation of agricultural products. Each vocational trainer/teacher receives a small stipend in the form of soap and similar supplies, and attends workshops on teaching methodology. The CHILD and YIELD projects, are unique in their capacity to integrate academic learning with practical vocational skills.

Through vigorous awareness raising, CARE motivated community members to commit to extra work teaching literacy and vocational skills. This created a sense of ownership and belonging in the project. Volunteers became further invested in the project through learner-centered methodologies and carefully thought-out real-world curriculum, which stimulated their own desire to continue with learning. Finally, linking volunteers to civic opportunities in micro-finance savings, credit initiatives, and health insurance, seems to have been appreciated and motivational.

So far, the community response has been exceptional. About 600 youth have graduated from one cycle of the numeracy and literacy program and 320 youth from vocational training. The first cohort of graduates had six months of training, but experience showed that nine months would be more beneficial. Gender parity and equity issues are being addressed, and over half of the participants have been girls. Furthermore, girls have shown interest in taking on trades traditionally reserved for men and boys, such as carpentry.

A key element of sustainability that has grown out of CARE's education work in Rwanda is the Loan-for-Fees program. This approach provides access to basic education for youth who lack money to attend school — especially vulnerable youth, such as orphan heads of households. Potential students who can are required to pay approximately $0.90 each month, according to the CARE country Office. Those too poor to pay are effectively loaned the money, with the agreement they will pay it back once they graduate. All fee repayments are then channeled back into a local government education fund from which other out-of-school youth can benefit. This process complements the larger government decentralization process.

Local government officials initially intended to allocate the education fund money to genocide survivors for secondary school fees. But CARE assisted communities in advocating for a wider pool of vulnerable and ethnic minority students to be reached through a reallocation of district education funds to non-formal and life skills education.

Box 3

Profile: Kenya

Refugee Education Program in Kenya

CARE's education programming for Somali and other refugee children in Kenya has proven extremely popular among both parents and students.

The CARE program has been unique in using a mixture of Somali curriculum at the early stages of schooling and the Kenyan curriculum in later years. The Kenya curriculum is used for the sake of examinations and further educational advancement. Some refugee students have been admitted in Kenyan tertiary training institutions, and a few to Kenyan universities. About 10 have been admitted to a Kenyan secondary school for the deaf. Those who have been repatriated to third countries (e.g., Canada, Australia, or the US) have used their schooling to continue their education or find employment.

Refugee students also receive some instruction in English, which exposes them to a wider world. In particular, the Somalis had limited opportunities to connect to the larger global community during the Siad Barre regime. The refugee education program has helped to overcome this.

The education program is popular among refugees, according to the refugees themselves, because it is the only thing they can take away when they leave their camps. Enrollment is actually higher than the Kenyan national average, partly because it is free and partly because refugees believe education will enhance their chances to resettle in a third country, strengthening their prospects for reconstructing their country when and if they are repatriated, and improve their more immediate prospects of obtaining work with the UNHCR or other refugee organizations.

Because of the heightened value of education among refugees, the participation of parents is overwhelming. Many parents, although illiterate themselves, closely monitor activities at the school and the progress of their children.

In the Dadaab camps of Northeastern Kenya, many children from the local Kenyan community are also enrolled in refugee primary schools, since the refugee schools usually have comparatively better facilities.

5 Overview of Themes in CARE's BGE Sector

5.1 Country Office Focus Areas

CARE's education programming includes a wide array of interventions, targeting enhancement education, improving gender parity, eliminating child labor and promoting literacy. But at the field level, CARE appears to define itself as being strongest in working with communities. This is a core programmatic model that positions CARE internationally apart from other NGOs and development agencies.

In a survey conducted in 2004, CARE country offices most often described their education projects as being strongest in community mobilization, capacity building of community organizations, and teacher training (see Table 5 and Annex 2 for a list of country offices who participated in the study). Since many education projects involve multiple components, defining education interventions can be a matter of perception. Therefore, country offices were asked about their educational programming strength in an open-ended question format.

Interestingly, country offices appeared to separate community mobilization from community capacity building, categories which are often categorized as a single intervention in the work of other NGOs, such as Catholic Relief Services. This could reflect CARE's deep understanding of the steps involved in working at the grass-roots level.

Despite CARE's move toward rights-based approaches and advocacy, very few country offices described their education programs as strong in these areas. Also, only six country offices listed "girls' education" as a primary strength or a direct intervention area. This could mean that girls' education is not prominent as an actual focus area. Alternatively, it could mean that girls' education is seen more as a goal than as an education intervention.

Country offices also showed diversity in what they considered to be their strengths. Ten country offices listed strengths that no other country offices listed, reflecting CARE's ability to tailor education programming to different local contexts (see Table 5). This also shows that CARE does not use a "cookie-cutter" approach to education programming, a criticism sometimes leveled against NGOs.

Overall, CARE's current work in education is characterized by its efforts to reach the most vulnerable children in communities. As CARE develops and refines its programming models, CARE's education programs have developed expertise to reach children who have been pushed to the margins of society by gender disparity, conflic disasters, chronic illness and the HIV/AIDS pandemic and child labor. To a great extent, these four themes capture the current focus of CARE's education programs.

5.2 Girls' Education

Data collected by United Nations (UN) agencies and others have shown consistently that girls' education indicators lag far behind boys. Currently, 65 million of the 121 million children in the world who are not in school are girls. Even in places where gender parity has reached 100 percent, moving toward gender equality through gender equity measures continues to be a widespread challenge. Although representatives at the 2000 World Education Forum in Dakar, Senegal agreed to eliminate gender disparities in primary and secondary education by 2005, the goal remains far from being achieved.

The reasons why girls are excluded from attaining an education are varied and complex. CARE has long recognized this, and its programming has addressed

specific barriers to girls' education. The first education project CARE launched, the Women's IDEA project, aimed to increase girls' school attendance through income-generating projects. While this project had mixed results, CARE learned from the experience and went on to address other barriers to girls' education by mobilizing community support, instituting gender sensitive teacher training, and designing curricula and projects that encourage girls' leadership and general awareness of girl child and their rights.

At the country office level, girls' education is a priority. Twenty-four of 28 country offices incorporate a specific gender focus in their education programming (see Annex 8), even though all of them note that they target girls in their program in some way. Four country offices — Afghanistan, Cambodia, India, and Kenya — have education programs that *exclusively* target girls.

In the nine countries with a primary school enrollment ratio of 50 percent girls or less, only one targets girls exclusively. The overall education programming in these countries (except for Afghanistan), is comparatively simple in focus, does not feature multiple intervention points, and/ or information about them is limited or unavailable.

5.3 Education in Emergency and Crisis Settings

The discussion about how to best approach education in crisis settings is fairly new. Although UNICEF and some NGOs were engaged in education in conflict zones during the 1990s, education in emergencies began to receive serious attention when participants at the 2000 World Education Forum in Dakar, Senegal, identified chronic political conflict and natural disasters as major obstacles to achieving the overarching goal of education for all.

A quantum change in education in crisis settings paradigm occurred after September 11, 2001, when the U.S. government suddenly began devoting large amounts of money — initially $17 million in Afghanistan and $42 million in Iraq — to emergency education models and pilot projects. Part of this funding went to CARE Afghanistan, which had already demonstrated its success in promoting girls' education and community schools in conditions of on-going conflict and political uncertainty.

Although the Afghanistan projects drew attention to CARE's capabilities around education in emergencies, CARE also had growing capabilities in this area through its

Table 5:
Areas of Education Programming Strength as Reported by Country Office

Areas of strength in education as described & reported by country offices	# of Coun -tries	Countries
1. Community mobilization (participation in formal and informal school management and awareness)	16	Afghanistan, Bangladesh, Benin, Cambodia, El Salvador, Egypt, Ethiopia, Guatemala, Haiti, India, Kosovo, Mali, Somalia, S. Sudan,Tajikistan, Tanzania
2. Capacity building of communities, NGOs, PTAs for formal and informal education	12	Afghanistan, Benin, Burundi, Ecuador, Ghana, Haiti, Honduras, Kenya, Malawi, Mali, S. Sudan, Tanzania
3. Teacher training (formal and informal)	10	Bangladesh, Cambodia, Guatemala, India, Kosovo, Mali, S. Sudan, Tajikistan, Tanzania
4. Life skills /non-formal education for out-of-school youth	7	Bolivia, Cambodia, Egypt, Niger, Rwanda, Somalia, Togo
5. Quality education for girls	4	Ecuador, Ghana, Honduras, Peru
6. Advocacy	3	Bolivia, Kenya, Peru
7. Adult literacy	3	Ethiopia, Niger, Yemen
8. Quality education for orphans and vulnerable children (HIV/ AIDS)	2	Burundi, Rwanda
9. Accelerated Learning	2	India, Togo
10. Training materials (assessment, human rights)	2	Kenya, Kosovo
11. Creating links between formal and informal	1	South Sudan
12. Creating links from grassroots to policy work	1	India
13. Partnerships	1	India
14. Infrastructure improvement	1	Ghana
15. Scholarships	1	Cambodia
16. Curriculum development	1	Cambodia
17. Bilingual education	1	Peru
18. Participatory methodologies	1	El Salvador
19. Leadership opportunities for students	1	El Salvador
20. Human rights and gender empowerment	1	Bolivia

work in other countries in conflict. In Rwanda, Kosovo, and Cambodia, CARE country offices piloted innovative education programs in times of crisis that included life skills, vocational education, peace education, and accelerated learning. These education interventions appear promising, but have not all been evaluated.

CARE's systematic involvement with emergency education began in 2000. Along with the International Rescue Committee, Save the Children Alliance, the Norwegian Refugee Council, and three UN agencies, CARE participated in a Geneva-based consultation that resulted in the Inter-agency Network for Education in Emergencies (INEE).

INEE, based at UNESCO headquarters in Paris, works to improve education during crises around the world. In 2002, CARE participated in a transitional team to establish INEE's Working Group on Minimum Standards in Education in Emergencies. The standards incorporate consultative decision-making from a broad array of organizations and experts, and are intended to give humanitarian aid workers the tools they needed to address Education for All goals and MDGs.

CARE has also contributed $30,000 to INEE's operating costs and seconded a coordinator to the secretariat (based first in UNESCO and now in UNICEF). With generous support from the Mellon Foundation and then UNESCO, CARE has managed the salary, benefits, and human resources support for this position.

As a result of CARE's recognized capacity in emergency education, CARE was awarded the Sudan Basic Education Program Cooperative Agreement from USAID, along with four partners. It also received increased funding for its Somalia education program from several donors, including the European Union and USAID. Its participation in the USAID Education Quality Improvement Program 1 (EQUIP 1) grant also increased its intellectual leadership and involvement around education in emergencies.

Refugee education is often considered a separate component of education during crisis for CI offices. CARE Canada may have the most experience in this area. Its education program for refugee populations in Kenya is reported to be one of the largest and most successful in Africa.

5.4 HIV/AIDS and Education

For CARE, HIV/AIDS and education as a sector for intervention is fairly new. Only Burundi and Rwanda reported education programming in this area as a current strength (See Annex 7). However, HIV/AIDS and education is rapidly becoming a key education intervention area for CARE. This is in part due to the fact that CARE already works in many sub-Saharan African countries, where HIV/AIDS is thinning the ranks of teachers, severely disrupting educational systems, and leaving behind hundreds of thousands of orphans and vulnerable children with little or no prospect of obtaining a basic education. Addressing HIV/AIDS and education is key to a long-term strategy for combating the spread of this pandemic.

HIV/AIDS and education programming sometimes takes place within the realm of life-skills education. Life skills focus on improving skills in leadership, negotiation, and

critical thinking that help young people resist peer pressure, avoid high-risk behavior and cope with their surroundings. CARE country offices in Cambodia, Ethiopia, and Somalia have developed strong programs in life-skills training.

In the last few years, the BGE Unit developed a two-fold strategy to address the challenges represented by the interface of education and HIV/AIDS. The strategies are:

- To curb the spread of HIV/AIDS in a school context. This includes increased prevention in the education sector through effective behavior change communication, increased collaboration with health service providers to enable students and educators to have better access to prevention and treatment of sexually transmitted infections, and increased voluntary testing and counseling services;
- To mitigate the effects of HIV/AIDS on the demand for, and supply of, quality education. This includes increasing access to quality education for orphaned and vulnerable children and implementing alternative teacher training programs.

CARE generally has limited financial and human resources to promote more integrated HIV/AIDS and education programming. However, to date, the BGE Unit has taken the following actions to support HIV/AIDS education programming:

- Supported CARE Benin in 2002 to seek funding for a project that would build the capacity of the ministry of education to plan and manage for the impact of HIV/AIDS on the education system;
- Sponsored a workshop in Zambia in 2003 on education and HIV/AIDS for CARE staff;
- Supported the Hope for African Children Initiative and efforts to build staff capacity and share best practices in educating orphaned and vulnerable children in 2003;
- Assisted CARE Benin in designing and implementing a two-year, $200,000 pilot project funded through the Basic Education Initiative to strengthen the capacity of local NGOs to provide quality basic education to orphans and vulnerable children, especially those affected by HIV/AIDS.

CARE's Gender Emphasis in Education Programs

Research in the area of girls' education examines root causes of discrimination and lack of progress. One example is a recent situation analysis conducted for the USAID-WID office by Christina Rawley et al. (2004). In order to analyze program and budget trends in basic and girls' education by gender emphasis, Rawley and her colleagues constructed a Gender Index with four categories: ***female-targeted, neutral, minimal, and integrated.***

Rawley discovered that girls' education programming has made significant advances, but needs to push ahead into integrated programming. According to the data, 46% of USAID's basic education budget from 1996-2003 was female-targeted, 42% was neutral, 10% was minimal, and just 3% was integrated.

By contrast, the vast majority of CARE's educational programs appear to have integrated programs. Of 28 country offices responding to a survey, 21 country offices have programs that appear to be female-integrated. Only four country offices target females exclusively, although others, such as Mali, may have taken this approach in the past. Only three country offices had approaches that were gender neutral, and gender received minimal attention in three country offices.

Since these data were collected using different methods and a different timeframe than Rawley et al., it should be considered as illustrative rather than as a definitive picture of CARE's girls' education programming. Although further research would be needed to prove this definitively, it suggests that CARE may be at the leading edge of addressing gender concerns and related issues in girls' education.

CARE also has HIV/AIDS and education projects in Malawi, Zambia, and Mozambique, although these are in some cases integrated with projects in other sectors.

5.5 Child Labor and Education

Child labor is increasingly recognized as a major barrier to attaining basic education for many children in developing countries. Having realized its importance to a rights-based approach, CARE has placed a strategic focus on developing programming initiatives targeting children at-risk and those involved in child labor through educational interventions tailored to meet their specific needs.

CARE first became involved in child labor in 2000, when it entered a sub-contract agreement with Creative Associates International, Incorporated, to implement a contract through the Basic Education and Policy Support (BEPS) project. The BGE Unit analyzed the situation of child labor in Honduras, Brazil, El Salvador, the Democratic Republic of the Congo, and Ghana. Since then, the BGE Unit has continued to build interest and momentum in child labor issues among CARE country offices, and strengthening staff capacity at the local level to address the educational needs of this marginalized sector.

CARE's strategic approach to child labor interventions focuses on four overarching objectives which include: addressing public policies and policy reform; building public sentiment through advocacy; promoting economic alternatives; and enhancing the quality and relevancy of formal and non-formal educational programs. CARE aims to provide sustainable solutions, ensuring that children do not re-enter the labor market and are afforded their rights to education.

CARE's current portfolio is funded primarily through the U.S. Department of Labor's (USDOL) Education Initiative along with additional funding provided by USAID and the Patsy Collins Trust Fund Initiative. CARE is currently one of USDOL's largest contractors and along with its partners is currently working in Bolivia, Cambodia, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Mali, Nicaragua, and Togo. Through USAID, CARE has also been addressing child labor and child trafficking in Benin along with its work under the BEPS program. Additionally, through the Pasty Collins Trust Fund Initiative, Mali has been able to build upon the successes of its USDOL initiatives and design innovative approaches to targeting the most vulnerable girls that are at-risk of entering the labor market. Synergies across BGE focus areas rests at the heart of sustaining initiatives within the child labor field.

CARE's biggest challenge in combating child labor is diversifying its funding base beyond USDOL/CARE's aims to continue playing a leadership role in this area and shaping the direction of the field in terms of program implementation through sustainable initiatives and knowledge management. ■

Box 4

Profile: Afghanistan

Adaptability proves key to successful education programming

When CARE Afghanistan decided to become involved in education in 1994, it faced a socially and politically volatile operating environment. Deeply conservative social norms that limited most women's formal educational opportunities, disruption of the educational system dating back to the Soviet-Afghan conflict, and the rise of the Taliban all presented formidable obstacles, especially to girls' education. CARE responded with a combination of vision, practicality and adaptability. Instead of attempting to establish education programs in urban environments such as Kabul, where the Taliban were on the brink of banning girls' participation in formal education, CARE targeted remote and rural parts of Afghanistan where other NGOs already operated.

The decision proved successful. CARE was able to continue operating even as the Taliban tightened its grip in urban areas. But CARE faced a new challenge. Many rural communities did not support and even opposed, girls' education. CARE again responded with an unusual level of vision and adaptability, even among NGOs working in Afghanistan.

CARE worked closely with male village elders and community leaders. By recognizing historical and cultural biases that assigned the responsibility of modern education to the government, CARE was able to mobilize even deeply conservative villages to support innovative approaches to basic and girls' education. In Pashtun tribal areas, for example, CARE staff listened closely to community arguments against girls' education. They then answered in the same vein, pointing out that daughters with some education are generally considered more eligible by Pashtuns as marriage partners, and that Pashtun heroes of the past included an educated woman. Community leaders began reflecting on the issue, sometimes shifting their positions over the course of several years.

Although community resistance to girls' education has declined since the fall of the Taliban, a host of new issues blocking access to education unexpectedly emerged. Once again, CARE drew on its considerable experience in adapting to a difficult and dynamic environment to tackle the new challenges of today's Afghanistan.

Operating in the nascent Transitional Islamic State of Afghanistan drew CARE into a challenging mix of post-conflict education issues, including massive reconstruction, provision of school materials, capacity building of the Ministry of Education, community mobilization, and teacher training and recruitment. With the suddenly revived job market many highly qualified teachers have left their village classrooms for more lucrative job opportunities. Female teachers who had taken refuge in rural villages during the Taliban years are returning to cities and their previous jobs. CARE has responded with innovative strategies, including having students in older primary grades teach students in grades one or two.

CARE now manages four education projects, at one point providing primary education to more than 52,000 students – 55 percent of them girls – in 533 hard-to-reach rurual communities. The Community Organization of Primary Education (COPE) also provided training for more than 1,100 teachers and administrators. Additionally, CARE has been a leader in providing accelerated learning opportunities for the many girls who missed out on education during the Taliban regime. Currently, 3,000 girls and young women in nine learning centers are beneficiaries of the Basic Education for Out of School Girls project. Depending on their age and academic progress, they are either integrated into the public school system or provided employment opportunities as public educators.

CARE also adapted to the fast-changing environment by becoming involved in advocacy. It is a member of the Human Rights Research and Advocacy Consortium, whose main advocacy areas are quality of education and girls' education, particularly in rural areas. It also is making more of an effort to partner with other NGOs, and to share its model of community mobilization and capacity building with other education stakeholders.

6 Basic and Girls' Education Unit

6.1 BGE Unit Mandate

As with other sectors within CARE USA, the BGE Unit is charged with strengthening the organization's ability to use rights-based approaches to address the underlying causes of poverty and to strengthen its capacity to learn from its work. The BGE Unit, CARE country offices, and regional management units are partners in designing and implementing education programs.

Specific mandates derived from CARE USA's 2004 program division reorganization are to:

- Coordinate the acquisition and allocation of global technical and financial resources to support program priority areas;
- Develop strategic global partnerships and linkages;
- Promote learning and strategic knowledge management; and
- Integrate, clarify, and communicate concepts and links between program principles, Rights Based Approaches, and underlying causes of poverty and gender equity and diversity.

Previous mandates were to:

- Develop and disseminate program and sector strategies;
- Support capacity development of country offices;
- Support policy analysis and advocacy;
- Build strategic partnerships, networks and global constituencies; and
- Raise funds for headquarters and overseas.

A shift in the BGE Unit's mandate in 2004 has changed its relationship with country offices. Until recently, the BGE Unit, which is based at CARE USA headquarters, has been involved with most education programs or projects undertaken through CARE, either initially in securing funds or advising country offices; offering technical assistance, arranging regional workshops, sponsoring research, or facilitating monitoring and evaluation. Based on new mandates, the BGE Unit may have less hands-on involvement with individual education projects and more strategic input on programming from an overall perspective.

6.2 BGE Unit Achievements

This sub-section examines progress made against the BGE Unit's areas of support formulated in 2000.

Technical Assistance

In part due to the BGE Unit, CARE's ability to provide technical assistance in the education sector to country offices continues to grow. CARE country offices compete for major grants from bilateral and multilateral funding agencies, often turning to the BGE Unit for technical support. The BGE Unit frequently plays a strong role in proposal development, including finding technical resources for projects. In a survey, 20 out of 28 country offices with basic and girls' education programming identified technical support as one of the BGE Unit's primary roles.

Another indication of CARE's and the BGE Unit's ability to provide increased technical assistance is its growing familiarity with a broader range of education interventions and processes. For example, starting with community partnerships in the 1990s, the BGE Unit and country offices have engaged in an increasing number of regional and international partnerships, rights-based approaches to

education programming, and new and more complex variations of integrated programming.

The BGE Unit has documented its growing technical capacities in a number of reports. A synthesis of this information suggests that capacities are shifting. Those that were initiated or ongoing in 1994 — school construction, feeding, and literacy for adults — appear to be ending. Two areas introduced in 1999, Early Childhood Development (ECD) and the provision of supplies, have not been well developed. Competing priorities and a shifting focus, has let CARE allow for others to take the lead in these two areas, namely other NGOs for ECD and governments for provision of supplies.

Also introduced in 1999 were community schools, training educators, capacity building with NGOs and Parent-Teacher Associations (PTAs), non-formal education (literacy and numeracy), and advocacy. These areas have been sustained, and suggest that increased technical skills in these areas has increased CARE's ability to compete for a wider array of education projects, as reflected by an even greater number of interventions added by 2004. Interventions include community mobilization; capacity building with government; child labor interventions; HIV/ AIDS education; accelerated learning; bilingual education; education in situations of conflict, post-conflict, and transition; human rights and democracy education; and various dimensions of "quality education."

Staff Development

Prior to 2000, only two country offices had education specialists heading up education projects. Later, four more education specialists were hired through Basic Education Initiative funding. By 2004, country offices with education specialists or coordinators had become the norm. Of 11 country offices interviewed, only two did *not* have education specialists or coordinators, although the skill and experience of staff in this position can vary greatly. Some education specialists or coordinators are promoted from within and learn about education programming through on-the-job experience. Others have prior training and experience in education programming.

Staff experience with and capacity in education programming is also reflected in the growth of country offices with education sector strategies and unrestricted funding devoted to education projects. Often unrestricted funds are allocated in order to test or add new or innovative approaches. Six of the 11 country offices asked had education strategies and five allocated unrestricted funding to education projects.

Additionally, the BGE Unit expanded from one technical staff person (the director) to four technical staff people, including the director. This in turn has helped country offices to acquire and train local education staff. There has been limited collection of data about how BGE's efforts have improved staff capacity in country offices, but anecdotal evidence suggests that BGE has played an important role. Staff turnover in country offices (due in part to competition for qualified people among other NGOs and education organizations) is an on-going concern.

One of the most successful and popular vehicles for building staff capacity have been the Education Regional Advisory Committees (ERACs). ERACs are regional forums in Africa, Asia, and Latin America where CARE staff who work in education (project managers and sector coordinators) meet once a year to share ideas and experiences (see Annex 5 for a list of recent ERACs).

The original mandate of the ERACs, which were started through the BGE Unit, was to coordinate a regional education strategy; facilitate the exchange of technical expertise at the regional level; establish communication among country offices, the BGE Unit, and the regional management units; establish a communication and dissemination system; and strengthen the country offices' ability to raise funds. Over the years, they have also been critical to building staff capacity and encouraging professional development

Although each of the ERACs are functioning with different rates of success at present, sharing best practices is still an important part of each ERAC. One outcome of an ERAC held in Ethiopia in 2002, is an intriguing list of best practices and lessons learned (see Annex 4).

ERACs have proven extremely popular among country offices. CARE personnel in five out of six country offices praised the ERACs as a valuable and cost-effective means to stay current in the field, synthesize strategic directions within CARE, and address professional development needs. Field staff can be comparatively isolated, and ERACs are one important way to bridge this isolation.

Documentation of Best Practices

The BGE Unit has approached this challenge in a systematic manner through the establishment of ERACs. However, "best practice" thinking is beginning to be eclipsed by newer conceptual thinking that puts more emphasis on being oriented proactively toward the future and on developing capacities for innovation in a dynamic environment. The Latin American Regional Management Unit, for example, is moving beyond best practices and project design thinking toward networking.

Improved Monitoring and Evaluation

Monitoring and evaluation continues to present a challenge for CARE due to the diversity of its education programming, differing evaluation requirements of donors, and need for ongoing training and resources in this area. Since 2000, the BGE Unit has trained country office staff in monitoring and evaluation techniques through workshops and the ERACs meetings. CARE took another significant step forward in this area by developing the Organizational Learning and Assessment Tool (OLAT), the purpose of which is to measure a set of progress indicators and identify best practices across programs and regions. The OLAT has been piloted, but the BGE unit is still processing how this tool can best be used CARE at headquarters and in COs.

Support of Fund Raising Efforts in Country Offices

The BGE Unit has developed and published a number of brochures and guides that country offices can use to cultivate interest in local education programming. For example, *Education: Investing in the Leaders of Tomorrow* is a colorful, engaging, 18-page document that can be used by country offices. Such guides can be especially useful in the education sector, where terms such as "quality education" have technical meanings not readily understood by people outside the education sector.

The BGE Unit and CARE in general are indirectly assisting advocacy efforts by developing technical assistance in effective methods of advocacy, and in forming national and regional partnerships. As country office skills in advocacy and partnerships increase, opportunities for fund raising also are expected to increase. Through technical assistance in program design and proposal writing, the BGE Unit has also worked with country offices to increase donor support. While data on the number of grants for which CARE country offices have applied is unavailable, remarkable growth in yearly expenditures from grants and contracts can be seen below.

6.3 Strengths of the BGE Unit

The BGE Unit's strengths are not only in the individual capacities of its staff, but in sector-wide tools and strategies. These include the systematic sharing of effective practices through regional workshops (primarily the ERACs), participation in strategic networks, partnerships, global advocacy campaigns, commissioned reports, and the ongoing development of the OLAT.

The following section identifies strengths of the BGE Unit, as identified in interviews with key CARE executive staff, regional management unit directors and assistant directors, BGE staff, and through country office surveys. In general, the BGE Unit's core strength appears to be its adaptability, both in responding to new frameworks and conceptual models, and in responding to a wide variety of country office needs.

- The BGE Unit has been able to adapt continually to emerging internal and external trends, and can continue to evolve strategically.
- The BGE Unit has done well at helping country offices to identify and compete for grants, especially those the from U.S. government. They are most visible when a Request For Applications (RFA) is available.
- The BGE Unit has been helpful in identifying and recruiting education staff for field offices.
- BGE's catalyst and facilitator role through ERACs has been extremely helpful.
- BGE staff have served as important knowledge brokers for country offices, since they are able to cross-fertilize programs intellectually. This role is expected to evolve.

Box 5

Profile: Benin

Promoting Girls' Education Inside and Outside of School

In the northern region of Benin, girls often lag far behind boys when it comes to receiving a basic education.

When CARE Benin decided to address the issue of girls' education as part of a broader USAID strategy, CARE expected significant community resistance to girls' education. But instead of ignoring or directly confronting communities, CARE staff in Benin created a four-part strategy that promoted girls' education by addressing social and cultural environments both inside and outside schools.

Under a program called Promoting Community Participation in Basic Education (PROBASE), the first part of CARE's strategy involved community mobilization. CARE staff took a closer look at why some communities, such as the Gandu and Pearl ethnic groups, resisted sending their girls to school. CARE then developed an information and communication campaign that addressed those concerns in appropriate formats, such as song and popular theater.

The second part of the strategy involved improving pedagogical approaches to education within schools, such as encouraging girls to actively participate in lessons. This was closely linked to the third part of the strategy, training parent-teacher associations. In Benin, teachers are considered public servants who are somewhat separate from the communities they serve. CARE helped teachers learn to become more accountable for the academic performance of their students, in part by helping parent-teacher associations to become more involved as active collaborators with the issues and problems in their schools. For example, a parent-teacher association might build a teacher a house and give him a plot of land in exchange for the teacher putting more effort into helping students pass exams.

The fourth part of the strategy involved increasing the capacity of parent-teacher associations and local NGOs to influence educational policy and ensure quality education for their children. For example, local NGOs helped parents' groups realize that they have the right to take legal action in situations, such as poor teacher performance.

While it might sound simple, CARE Benin went through a learning process in actually implementing PROBASE. Staff had to balance a focus on improving girls' education with listening closely to and responding to local actors. Some parents feared their girls' would be sexually harassed by teachers. Instead of trying to convince parents otherwise, CARE provided technical assistance to the National Network for Promotion of Girls Education (NNPGE) to develop a legal document that protects girls against sexual harassment in schools. CARE also developed a program on reproductive heath for adolescents and youth to help parents better understand and discuss issues with their children.

CARE Benin is building upon its work to date in girls' education. With focus on advocacy and rights-based approaches to educational issues, CARE Benin recognizes the potential impact it can have in the future. Anti-child trafficking and education program holds tremendous potential for CARE.

After three years, CARE's PROBASE beneficiaries include 344 teachers, 92 parent-teacher associations, 92 local committees dealing with girls' education, and 12,000 new students, although only 9,000 were in school because of lack of teachers and other education-related resources. About 50 percent of the new students were girls.

While much remains to be done in terms of girls' education in Benin, PROBASE represents a significant step forward in ensuring girls' right to a basic education.

Table 6: *Education Sector Strategy*: Intervention Areas, Thematic Areas, and Beneficiary Age Groups, 2003-2008

Intervention areas
Community Mobilization
Group Formation
Infrastructure: schools, latrines, water
Literacy, Numeracy, Life Skills
Teacher Training
Teaching & Learning Materials
Capacity building with PTAs, NGOs, etc.
Capacity building with Government
Thematic Areas
Early Childhood Education
Primary School: Formal
Primary School: Non-Formal
Youth at Risk
Advocacy
Education & HIV/AIDS
Child Labor
Education in Crisis & Transition
Bilingual Education
School Health
Food Assisted Education
Disability & Inclusion Education
Beneficiary age groups
3-5 years
6-12 years
12-24 years
Adults

Table 7: Eduction Project Expenditures: Grants and Contracts

FY2000	$5,945,553
FY2001	$9,936,695
FY2002	$17,350,281
FY2003	$22,352,281
FY2004	$26,731,462

- The BGE staff has done well at piloting initiatives, incorporating a rights-based approach into its thinking, supporting country offices, and paying attention to the issue of HIV/AIDS and education, although that issue should be taken to another level.
- The BGE Unit has helped country offices to recognize the importance of education and put education strategies in place.

6.4 Challenges to the BGE Unit

The BGE Unit faces a number of issues. Foremost among them is endorsing or updating the sector's strategic plan to align with CARE's new vision statement and program division reorganization. Internally, views about the BGE Unit's current strategic plan appear to range from full endorsement, to calls for the plan to be simplified and modified as part of an ongoing change process.

According to the BGE Unit's most current strategic document, the *Education Sector Strategy*, *2003-2008*, the BGE Unit works in eight intervention areas and 12 thematic areas. Its beneficiaries fall into four age groups (see Table 6 on pg. 42).

The *Education Sector Strategy* identifies three goals, in order to achieve an overarching goal of supporting Education for All by 2015:

1. Increased basic education attainment: enrollment and completion rates;
2. Improved gender equality in basic education; and
3. Enhanced quality of basic education.

Additionally, the *Education Sector Strategy* identifies four country office-level strategic objectives and two institutional-level strategic objectives (see Table Eight). Lastly, the *Education Sector Strategy* identifies three core programmatic models and four auxiliary program models (see Table Nine).

In addition, interviews with key informants revealed a series of other issues that the unit must address.

- **Shifting from a service delivery model to promoting learning and knowledge management** while continuing to provide technical assistance.
- **Incorporating rights-based programming.** Child labor issues, child trafficking, and addressing the educational needs of vulnerable children and children living with HIV/

AIDS are programmatic areas which the BGE Unit already is involved, and are also consistent with a rights-based approach. Tying together these and broader issues in a strategic rights-based framework is an important challenge for the BGE Unit.

- **Attracting donor funding in an efficient manner** that is conducive to BGE's education strategy. Funding in the education sector tends to be complex, competitive, and intertwined with political issues.
- **Making the BGE Unit sustainable.** In 2000, the BGE director tackled this issue by attempting to write assistance into grants on an ad hoc basis. However, this has not been applied universally to grants as the amount of potential revenue is constrained by donor limitations.
- **Improving the evaluation and tracking of program outcomes**, particularly impact outcomes. Critical evaluation of the OLAT tool is needed, yet progress on the OLAT tool has largely halted due to staff turnover.
- **Providing intellectual leadership.** This is a central concern of country offices and regional management units.
- **Identifying good programming in education.** What are the current standards within certain thematic areas? What can be expected to have a significant impact based on previous experience?
- **Identifying education competencies within CARE,** so that country offices do not apply for grants where educational resources are not available.
- **Initiating contact with more country offices,** including those without basic and girls' education programming.
- **Bridging non-formal and life skills education in creative ways.**
- **Committing to a vision and strategy, and building capacities and an action plan to achieve them.** How can the BGE Unit rethink and reconstruct its priorities, and then link them to other CARE priorities?
- **Building accountability into the BGE's strategic plan,** and determining what resources are needed to ensure accountability.
- **Building upon internal capacities.** Identifying working methods that allow staff to better support each other, share information, and work as a team.
- **Promoting accelerated learning and complementary education,** especially in Sub-Saharan Africa and Africa where there are so many out-of-school children and youth.
- **Setting proactive goals and strategies,** rather than reacting to issues.

Other questions raised by BGE staff include whether there should be a priority focus within quality education; the role of advocacy; what a "technical position" in education should mean; how BGE can look at programming qualitatively and longitudinally; what the BGE Unit can do to help raise more funds; and how the BGE Unit should navigate CARE International's decentralized structure.

In general, current challenges appear to be the converse of the BGE Unit's strengths. Primary challenges are how the unit will respond to new conceptual frameworks, and how it can better meet country office needs. These concerns show that the BGE Unit, although it has been successful in the past, must not take its continued success for granted.

Table 8:
Education Sector Strategy: Strategic Objectives

Country Office-Level Strategic Objectives	*Institutional-Level Strategic Objectives*
Improving access to basic education	Advocating for national and international support for EFA
Improving the teaching and learning environment	Enhancing CARE's institutional capacity to provide quality basic education programming
Capacity building among civil society	
Mobilizing constituencies to advocate for quality education	

Table 9:
Education Sector Strategy: Models

Core Programmatic Models	*Auxiliary Program Models*
School and community partnerships for quality education	Education in countries in crisis
Youth Development	HIV/AIDS and education
Social Action for Education	Integrated literacy for adults
	Food assisted education

Table 10
Role of BGE Unit as Perceived by country offices

Technical assistance; proposal writing; development of proposals and strategies	20
Facilitate national cross learning — collect and share lessons learned, encourage networking, capacity building across country offices	20
Assist in donor relations; funding access; finding alternative funding	15
Assist in staff development needs; assist staff with managing programs	5
Provide conceptual leadership in new approaches to education; how new initiatives such as RBA translate into education programming	4
Assist with monitoring and evaluation tools and systems	4
Should be a global education player	3
Maintain education as CARE priority and provide CARE guidance	3
Help define regional strategies and provide information on regional trends	2
None; no idea	2
Contacts and networks for policy and advocacy	1
Proactively offering technical assistance	1

6.5 Perceptions of the BGE Unit's Role

When asked about their perceptions of the BGE Unit's role, 20 of the 26 country offices identified the facilitation of networks, sharing best practices, cross-national learning, and technical assistance as the unit's primary roles. Fifteen countries also identified assistance in working with donors and finding funding as an important role for the BGE Unit.

These results, synthesized in Table 10, indicate that most country offices perceive the BGE Unit's central role to be facilitating cross-national exchange of knowledge about education programming and technical assistance. ■

7 The Policy and Partnership Environment for Education

7.1 Policy Environment

The global policy environment for education has shifted sharply over the last decade. While the goals and objectives of EFA are still paramount and were reconfirmed in Dakar in 2000, a new policy direction is visible and growing in strength among some sectors of the education development community. This is best represented by the MDGs, new partnership and funding strategies, and shifts within U.S. government's development policy that de-emphasizes funding to "failed states."

This new policy direction, in practical terms, is interpreted by some education experts to mean a shift in attention and funding away from non-formal education to formal education systems, which are more directly accountable to governments and more often aligned with results-oriented indicators and national education plans.

Since a majority of CARE country offices are involved in non-formal education to some degree, this could affect access to funding and partnership opportunities. According to a survey, it appears that only seven of the 28 country offices work primarily in the formal education sector (see Annex 9).

CARE may also need to rethink how it tracks its education indicators. For example, MDGs primarily focus on the formal school system. Educational attainments linked to community schools, accelerated learning programs, and community based vocational and life skills training are unlikely to meet specific MDGs.

CARE's contribution to EFA goals is clearly significant. CARE country offices work in all EFA areas although with less emphasis in Early Childhood Care. Community mobilization, parent-teacher associations, and civil society empowerment are key institutional interventions that promote EFA goals.

Additionally, CARE's work with the very poor, marginalized, rural, pastoralist, and out-of-school populations represent progress meeting EFA goals, especially as these are likely to be difficult populations for local governments to reach in terms of financial and human resources.

CARE does not appear to have documented its contributions to EFA goals well. Country offices appear to think of EFA goals in a general sense, as guidelines more than as measurable, quantifiable goals. This may be because of the EFA goals, only three of them have specific targets (two, four, and five). Nonetheless, developing countries are being held accountable to these goals as signatories to the Dakar Conference. How CARE contributes to this accountability process is very unclear for the BGE unit and country offices.

Eight out of 28 countries mentioned advocacy or policy work at the national level as ways in which they were contributing to EFA goals.

While advocacy potentially can have a large impact on educational systems, its collaborative nature, combined with a sometimes comparatively lengthy implementation phase, makes tracking impact and beneficiaries a challenge. The BGE Unit may want to explore how to set up alternative tracking systems as education programming becomes more advocacy oriented.

7.2 Advocacy

At the country level, advocacy has been embraced as an important strategy in addressing educational needs. Kenya, Peru, and Bolivia identify advocacy as one of their strengths in education programming. Even in countries where advocacy is not identified as a tactical strength, its potential appears to be generating optimism and excitement. Other countries described themselves as being at "square one" in advocating for major policy changes, but intend to continue networking with other NGOs to advocate for more government support to community schools.

Traditionally CARE has worked at the community and household level. Advocacy is a new strategic area for the organization that cuts across sectors, including education.

In 1999, CARE decided to increase country office capacity to use advocacy concepts and techniques. A staff person was hired to do advocacy training in the field. About 200 CARE field staff received training in how to: analyze situations, develop advocacy objectives, design interventions, and incorporate interventions into programming.

In a parallel process, CARE's adoption of a rights-based approach to programming increased the importance of advocacy work. Issues that CARE tackled in addition to increased funding for education, included countries in conflict, increasing development assistance, health issues, and funding for HIV/AIDS. CARE began to be more selective and link issues vertically. CARE also found that country-focused advocacy utilizing a broad coalition worked most successfully. Peru's New Horizons Project, which advocates for girls' education through building networks, engaging public and private leaders, and carrying out mass media campaigns, is a good example of this.

It is difficult to ascertain the impact advocacy training may have had on the education sector. At the country office level, however, many countries appear to be engaging in advocacy as a complementary activity alongside existing education programs.

Some of this advocacy was in place before CARE adopted it as a strategy, and some of it has been undertaken recently. For example, Tanzania has carefully and successfully cultivated its membership in The Tanzanian Education Network and in an early childhood development

network in order to scale its education programs to a national level and to become a key player in the Tanzanian education sector. Some country offices that do not currently engage in advocacy are exploring the possibilities.

Through advocacy CARE has become much more visible as a global player in education. CARE joined the Basic Education Coalition, a broad-based group of U.S. organizations based in Washington, D.C., that advocates with the U.S. government. The Coalition is a strong contributor to government dialogue and lobbies for increased U.S. support for basic education.

CARE also is an active member of the Global Campaign for Education, a broad coalition of development and education research organizations with members in more than 100 countries. Thirteen CARE country offices actively participated in the coalition's Education Action Week in 2004, and eight country offices participated in 2005. Activities ranged from inviting children in Benin to speak to the country's parliament, to encouraging Bolivians to participate in massive correspondence to their elected leaders.

While CARE supports the Campaign's work and continues to be committed to the broad goals of EFA and the MDGs, it sees its primary advocacy work as helping sectors and country offices undertake advocacy work grounded in what goes on in the field. (Top-down advocacy work may involve CARE in broad issues that do not connect to work in the field.)

Finally, CARE's representation on the steering committee of the InterAgency Network on Education in Emergencies (INEE), an international network with more than 300 members brings depth to its ability to advocate for increased funding for and profile of education in emergencies.

7.3 Competitive Context

Education is a complex area in the development field. The players range from large, established multi-national agencies working in numerous countries using a wide variety of education programming, to relatively small, new NGOs focusing in narrow thematic areas or operating in limited geographic areas.

The organization most similar to CARE USA in size and scope of education programming is likely Save the Children USA. Its educational programs extend to 30 countries in Africa, Asia, Latin America, and the Middle East — a geographic focus similar to CARE's. (Collectively, the international alliance of Save the Children Federation agencies have education projects in 80 countries). Save the Children USA also works closely with communities in a broad range of education intervention areas, and it has an education budget about one third larger than CARE's in FY 2003 (see Table 11). Only Catholic Relief Services' education budget is larger.

Table 11:
Education Budgets among NGOs with Education Programming — FY2003

Organization	Education Sector Budget	% of Total Operating Budget
CARE USA	$26,257,000	6%
Catholic Relief Services	$42,506,000	16.6%
Oxfam USA**	$2,972,053	9.9%
Plan International*	$54,510,000	19%
Save the Children/USA	$35,676,000	17%
World Vision***	$17,200,000	14%

* Plan International terms its education section "Learning," but does not define activities under this generic term.
** Oxfam's Public Education section is geared toward helping the general public understand the root causes of poverty through media, popular campaigns, speaking engagements, etc.
***World Vision defines its "Community Education/Advocacy" section as promoting awareness of poverty and justice through media campaigns, forums, speaking engagements, etc. World Vision also includes education under its broad listing of Humanitarian Programs, which represent 80.5% of its budget and totals $1,014.7 million.

No single organization or type of organization appears to dominate education programming, from the standpoint of being both a worldwide programmatic and/or conceptual leader. Different organizations have different profiles, and bring different strengths to the table.

In some ways, multilateral and bilateral organizations set the agenda for education programming because of their size and financial influence. At this level, key organizations include the World Bank, regional development banks, and bilaterals, including DFID, USAID, and CIDA. UNICEF is an intergovernmental agency that works with governments and operates education programs in more than 160 countries.

NGOs, such as CARE and Save the Children, have the capacity to establish innovative education programming in ways other organizations cannot, because of alternative sources of funding and their long-term presence in countries.

7.4 CARE's Competitive Niche

Currently, CARE's competitive niche appears to be the breadth and depth of its education programming globally. Not only is CARE engaged in education projects in almost every region of the world — Africa, Asia, Latin America, and Southeastern Europe — but it is engaged in a wide variety of education intervention areas: girls' education, education and emergencies, HIV/AIDS and education, life skills education, child labor, community capacity building, non-formal education, and teacher development, to name a few.

Furthermore, CARE has linked its education programming vertically, resulting in viable depth in its education sector. Few NGOs have moved as far as CARE in combining deeply rooted grassroots programs with national policy level networking and advocacy efforts, although its efforts in this area may not be widely recognized within the education field. Additionally, its programming is enriched through evolving CARE-wide conceptual frameworks, such as a rights-based approach.

Education intervention areas where CARE has less expertise include technology, distance learning, early childhood development, and peace education, although some country offices are making important in-roads in these areas.

Until fairly recently, CARE has not played an active role in advocacy leadership within the broader education sector – perhaps in part due to its large size and resulting tendency to look inward. For example, in Afghanistan CARE was widely admired for its work in local staff development and working with local communities to support basic and girls' education in difficult circumstances. Other NGOs in Afghanistan struggled in their efforts to undertake community–based programming, and in some cases made little headway. But CARE attracted criticism within the NGO and UN community for failing to participate more in inter-agency coordination efforts and to publicize best practices. The country office has since become very active in advocacy efforts. Clearly, these tendencies are shifting, as CARE gives increasing attention to partnerships.

7.5 Partnerships

A survey of country offices with BGE programs elicited a wide response to the question about who their partners were. Some country offices identified a government, because of funding agreements, shared vision, or actual collaboration on implementing projects. Historically the BGE Unit has engaged partners at the local level, through local NGO formation and capacity building, and at the funding agency/donor level.

In the last several years, partnerships have become more complex. More NGOs are building multiple relationships in effort to address regional and inter-related development challenges, such as post-conflict reconstruction and the HIV/AIDS epidemic. Even when formal partnerships have not been established, there is a greater expectation that NGOs will cooperate in inter-agency meetings and strategic planning.

In addition, shifting revenue streams have encouraged CARE to partner with other organizations as a sub-contractor or as part of a consortium of members, such as a USAID Indefinite Quality Contract (e.g., BEPS) or LWA award (e.g., EQUIP I). These mechanisms, together with Sector Wide Approaches (SWAps), have changed the

capacities required on the part of CARE country offices. These mechanisms also represent opportunities and constraints.

For example, LWAs have on the average collapsed the time it takes to apply for a project from roughly 12 to six weeks or sometimes less. This is because organizations are pre-approved to bid for projects. The disadvantage to not being part of an IQC or LWA is that an organization cannot compete in some country-level activities planned by USAID missions. Moreover, even after bidding for a project, an organization may not win the project.

In Africa, CARE staff are concerned that IQCs may carry more costs than benefits. In interviews with the regional management units, none identified the pursuit of IQCs or SWAps as objectives for their region. Two regions, Asia and Latin America, specifically mentioned that they would not be interested in any form of partnership that did not meet long-term country offices goals, or regional strategic goals, respectively.

Yet not participating in these emerging consortia also poses challenges for CARE and the BGE Unit. Not only would country offices miss out on significant revenue streams, but they may potentially lose influence in comparison with other NGOs and organizations working in education.

The World Bank's Fast Track Initiative (FTI) and the U.S. government's Millennium Challenge Account (MCA) also represent important new policy directions. The FTI, part of the "Monterrey Consensus" in 2002, is a compact committing donors to providing support to partnership countries committed to achieving universal completion of primary education (an MDG target) by 2015. As of February 2004, 42 countries are eligible for FTI, according to the *The Education for All (EFA) – Fast Track Initiative Report.*

The MCA, like the FTI, concentrates foreign aid development resources on countries where it is believed it will have the greatest impact. By early 2005, 16 countries had been designated as eligible for the MCA foreign aid program. However, education has not become an immediate priority for policymakers in these countries.

Millennium Development Goals (MGDs)

Millennium Development Goals are divided into 18 targets and 14 indicators. The two goals directly applicable to education are:

Target 3 – Ensure that, by 2015, children everywhere, girls and boys alike, will be able to complete a full course of primary schooling. Indicators:

- Net enrollment ratio in primary education
- Proportion of pupils starting grade 1 who reach grade 5
- Primary completion rate
- Literacy rate of 15 to 24-year-olds

Target 4 – Eliminate gender disparity in primary and secondary education, preferably by 2005, to all levels of education no later than 2015. Indicators:

- Ratio of girls to boys in primary, secondary, and tertiary education
- Ratio of literate females to males among 15- to 24-year-olds
- Share of women in wage employment in the nonagricultural sector
- Proportion of seats held by women in national parliament

Goals of Education For All (EFA)

1. Expand and improve comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;

2. Ensure that, by 2015, all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality;

3. Ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programs;

4. Achieve a 50 percent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;

5. Eliminate gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;

6. Improve all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

There may be repercussions from these initiatives, since CARE works both in the targeted countries and elsewhere. Almost half of FTI countries (16) and a little over one-third (6) of countries eligible for MCA funding are countries where CARE has educational programming. This may mean that in these countries, CARE will have more opportunities for partnering with governments included in the FTI or MCA.

If both initiatives attract funding into new channels (i.e., governments that have demonstrated progress as defined by these organizations) there is likely to be less money for very poor and "failed" states, where CARE has a significant presence. Where money is channeled through governments and CARE has a presence, funds are likely to be directed more into formal education.

This presents challenges for CARE and the BGE Unit. Transnational networks of NGOs gaining political presence as their complexity and infrastructure increases. Being too closely aligned with government and multilateral sources of funding could jeopardize CARE's standing as a force within these communities, which in the past have often taken a critical stance in advocating for the voices of the poor.■

8 Recommendations and Conclusions

8.1 Recommendations

CARE's education sector is at a crossroads. With its decade of experience, local and global connections, and technical resources, CARE is positioned to become an even more powerful change agent within the larger educational and development community. At the same time, the growing complexity of education interventions, the increasing number of education organizations and networks, and the changing policy and global environment pose fresh constraints, challenges, and opportunities.

The fact that education programming appears to be comparatively less complex in countries with particularly low gender parity indicators might be worth investigating further. This might reflect specific country contexts, the difficulty of the operating environment, or lack of available funding, which in turn may mean that such countries require comparatively more resources and assistance.

The findings of this report pose two broad questions that challenge CARE's continuing work in the field of education:

1. What direction will the BGE Unit and education programming take given CARE's evolving thinking about poverty reduction and changing priorities in funding and in education planning, and policy internationally? Should CARE and the BGE Unit align itself more closely with key funding trends and opportunities related to education, and/or should it pursue a visionary and unique "voice" within the larger educational and development community?

2. How can CARE and the BGE Unit operate more effectively in a field that is growing rapidly in the complexity of educational projects, the variety of educational approaches, and expanding educational needs? What strategies will be most useful in this dynamic environment?

Program Management and Knowledge Management

CARE's education sector has expanded rapidly in a short period of time; its education portfolio appears to be nearly as diverse as all other NGOs combined. Does CARE regard "bigger as better" and diverse programming as an indication of flexibility? Or does it regard specialization and carving out a niche as more important? CARE needs to examine the ways in which knowledge generation, knowledge exchange, advocacy, and project management intersect, and then it needs to chart a desired balance for country offices and headquarters.

Program Funding

The introduction and funding of the Millennium Challenge Account has the potential to change the complexion of funding (e.g., assisting countries most likely to improve and leaving other countries to USAID project assistance). Therefore, CARE should determine quickly the implications of the MCA for its programming and take steps that allow CARE to move in its chosen directions in education.

The BGE Unit should carefully analyze its strategies and goals in relation to the Unit's operating model and future trends. Do all elements support and reinforce each other? Staffing needs to be reconceptualized in terms of future directions and needs.

Gender Equality in Education

CARE should develop a tool to enable country offices systematically to integrate gender into programming (i.e., specific strategies and indicators), program implementation, monitoring and evaluation, and especially impact evaluation.

Girls' Education

The Patsy Collins Trust Fund Initiative should take advantage of the opportunity for longitudinal research, building on and refining the mode of knowledge exchange that has worked so effectively with the ERACs. Through innovative, intersectoral interventions, CARE will come to understand better the underlying causes of poverty, especially gender inequality, and will improve the lives of marginalized girls in select countries.

Increased Advocacy for Policy Change

Through the PCTFI and through intentional partnerships in basic education, CARE will continue to increase its work in advocacy for national policies that guarantee EFA. However, as CARE and the BGE Unit move more forcefully into the advocacy and public policy arena, increasingly it will encounter conflicting objectives and pressures. The BGE Unit needs to decide proactively how it will devote resources, research and reflection to this.

Planning in a Complex Environment

Because of the dynamic nature of the education sector, especially in areas particularly affected by the HIV/AIDS pandemic, CARE should consider seeking intuitive and easy-to-understand ways of linking together mission, goals, strategies, and actions in ways that are less linear and take complexity into account more easily.

One such approach is action oriented strategic mapping, a systems model that helps users intuitively link together mission, goals, strategies, and actions. Because this is a largely visual approach that draws upon people's everyday use of constructs to make sense of the world, this tool is extremely flexible and easy to use across cultures, organizations, and groups.

Disseminating Intellectual Capital

Because of the importance of sharing information, concepts, and the increased role of knowledge management, the BGE Unit should examine its systems for collecting and disseminating intellectual capital. To assist education professionals, for example, donor oriented information (e.g. reports) need to be distinguished from critical analysis (e.g. discussion papers).

In addition, modern tools, such as simulation training, could move CARE from a "best practice" approach into a leadership role within the education field. (Low-cost simulation training models that use minimal technology currently are used by many university health education programs, for example.)

Monitoring and Evaluation

The OLAT should be carefully scrutinized and refined, if it is to be used more widely. Impact evaluation is lacking in CARE reporting, as it is in much of the field, and should be included in all future projects. Particular attention could be given to qualitative indicators, which are lacking internationally.

Reporting on and Sharing Best Practices

country offices are extremely interested in receiving information on best practices. Currently such information usually is presented in a story or case study format. However, when a case study is not sufficiently rigorous or critical, it can be difficult to extract useful lessons. CARE should develop a concise format for reporting best practices and a systematic way of disseminating this information.

Learning from Mistakes

Six country offices did not respond to the question about program weaknesses or felt they did not have anything to report in this area. While it is understandable that country offices may be reluctant to acknowledge or draw attention to unsuccessful programs, "failures" or "mistakes" present opportunities to improve programming and enhance learning and can be evidence of innovative risk-taking. Country offices should be supported in sharing these experiences with others.

Expanding the Study

Most country offices were extremely cooperative in providing information for this study and they expressed interest in its findings. Yet one of the study's constraints was the limited information that could be collected from the field. It would be prudent to probe some of the issues in greater depth by collecting more data, especially from country offices, in order to be able to verify and corroborate data currently gleaned from only one or two sources.

8.2 Conclusions

CARE has recognized the importance of education in addressing poverty and creating a more positive future. The BGE Unit is central to this mission and vision. Through its work, CARE and the BGE Unit can affect the lives of millions of children, youth, and adults by giving them basic numeracy and literacy tools to create their own more positive futures.

The 2050 Project, an analysis of the future sponsored by the Brookings Institution, the Santa Fe Institute, and the World Resources Institute, argues that no future is inevitable. Many negative trends can be reversed if society has the will to act. The dire state of the world's education system is one area where the will to act is most urgent.

Meeting the world's most basic education needs will be an on-going challenge. One-third of the world's nearly six billion people are currently teenagers or younger. Who will provide educational opportunities and advocate for the large percentage whose educational development will be cut short by conflict, epidemics, and endemic poverty? The world's population is not expected to peak until at least 2040. Inequities in wealth and income are rising in many parts of the world (Russia, Eastern Europe, China). Entire communities, countries, and regions are in danger of being bypassed by global resources and markets.

It is hoped that this report will help CARE, the BGE Unit, and its supporters reflect on how is has evolved in a short time span, the profound impact of external funding on the BGE Unit's capacity and program design, and where it hopes to head in the future.■

Box 6

Profile: Kenya

The advantage of persistence and long-term presence

CARE's first education project in Kenya started in 1968 and was aimed at building village polytechnic institutes in all 52 of Kenya's districts. Designed and implemented in conjunction with the Kenyan government, the program intended to provide vocational training for Kenya's large proportion of out-of-school youth. The program resulted in the construction of large numbers of village polytechnics, but it was labor- and cost-intensive. It also lacked grassroots support in the form of community participation and awareness. Vocational training never became a popular educational alternative, since most Kenyans preferred a formal education that would qualify them for white-collar jobs. Out of this experience, CARE eventually became engaged through its advocacy work in a globally vital question — how to link education to job creation strategies.

As programs matured, CARE began to work more through partners and communities. This was due in part to funding assistance and expertise from the BGE Unit. The shift also reflected CARE's emerging thinking on the importance of working through NGOs and civil society organizations, as opposed to direct implementation.

CARE's local NGO partners concentrated their efforts in three areas: early childhood development, formal primary schooling, and adult and non-formal education. NGOs designed the programs and received training, mentoring, and financial sub-grants from CARE to implement mutually agreed-upon activities.

CARE recognized several benefits from its partnership arrangements with local NGOs and communities. First, the institutional and programming capacity of CARE and its partners had been improved. Second, the partners were able to engage more closely with communities and to obtain funding from a wider circle of donors. For example, two partners, Dupoto e Maa and OSILIGI, made inroads in raising educational levels by establishing mobile schools among the Maasai, a nomadic population who traditionally have low rates of enrollment, particularly for girls. Their innovative approach has been successful, a reflection in the program's replication in places like Afghanistan.

In 2000, CARE also began to engage in advocacy at the national and grassroots level. As a member of the nationwide Our Education Coalition (Elimu Yetu Coalition), the Girl Child Network, The Forum of African Women Educationalists, and the Kenyan Adult Education Association, CARE advocates for educational policy changes. An early success was the Kenyan government's enactment of the Children's Act 2001, which among other things guaranteed female children the right to education. Currently, CARE is working with local NGOs and the government to implement the new law. The successful passage of the Children's Act helped convince many Kenyans that an advocacy approach did not need to be feared as something confrontational.

Through its partners, CARE also has also assisted the Kenyan government in drafting a unified, non-formal curriculum. Previously, the responsibility for non-formal education was shifted from ministry to ministry. The adoption of an official non-formal educational program should help improve access to school, especially for girls.

CARE's education programming has evolved to recognize the importance of operating at both the policy and the grassroots level. While its pilot project and NGO capacity work has fewer immediate beneficiaries than a nationwide project such as the village polytechnics, it is clear that leveraging intellectual capital results in more sustainable and replicable educational approaches.

Box 7

Profile: Egypt

Leveraging grass-roots success into a national leadership role

CARE's education programs in Egypt began modestly in the late 1990s, with support patched together from multiple funding sources. It was this very flexibility in funding, along with assistance from the BGE Unit that led to CARE's education work in Egypt acquiring a reputation for adaptability and innovative program design.

CARE's first education projects in Egypt involved early childhood development and the formation of one-classroom, community schools. The early childhood development program never became sustainable. But the community school project, which CARE launched largely with unrestricted funds in 1997, resulted in CARE learning how to work effectively with communities and local religious leaders to encourage girls' education in a culturally conservative and bureaucratic environment.

Such flexibility and sensitivity to local contexts earned CARE a respected name within the Egyptian community, and helped secure it the ambitious New Schools Project in 2000.

The $28 million New Schools Project is aimed at overcoming obstacles hindering girls' education and works with both government and community schools. The program design synthesizes a variety of innovative approaches, and is active in more than 50 communities across four of Egypt's 26 governates, reaching more than 35,000 primary age children, 85 percent of them girls. The New Schools Project also involves training women as teachers, and mobilizing and building the capacity of parent teacher associations. CARE learned that introducing an active learning pedagogy takes time and patience.

More than half of the 70 schools built through the New Schools Project have been for girls. CARE learned how to change the design of schools to support active learning. Relatively small changes, such as substituting tables for desks and chairs and using long-lasting, colorful tiles to replace painted cement walls, proved so successful that the Egyptian government adopted the approach nationwide. Other initiatives include trying to turn schools into community centers by including multiple ground-level doors that lead outside. Community ownership of schools is fostered through encouraging communities to take the lead in identifying and buying land for schools. In Egypt, land is at a premium, and the government has strict rules on the use and size of land building plots. The placement of schools is an important decision, with CARE investing from $200,000-$300,000 for construction per school.

Recently, due to staff motivation and strong links with the community, CARE has made significant steps in moving from a project to a policy level. For example, CARE is working on legalizing parent associations for community schools, which are usually held in private homes. This is a two-way process that includes educating parents on education-related laws, such as those having to do with parent association elections.

CARE also began an advocacy initiative in 2003. The Task Force for Education Advocacy began by connecting local CARE projects with other non-governmental organizations, and now connects regional networks interested in policy constraints to community participation in education. Results of the Task Force's work include forums at which core issues in education are presented, discussed, and acted upon. CARE recently presented research on the constraints many families face due to lack of birth certificates, a barrier to entry in formal government schools. Another core education issue identified through the Task Force is the difficult role of poorly paid facilitators in multi-grade classrooms.

Due to the prominence of the New Schools Project, plus its high profile in education networking and advocacy circles, the Egyptian Ministry of Education invited CARE to help field test its revised standards for education. CARE was the only non-governmental organization invited to participate in this project, and hopes its involvement will lead to more extensive ties with the formal education sector.

In the future, CARE hopes to leverage its extensive experience with communities and its relationship with NGOs and the government to pursue additional education projects. School-based business learning labs for youth groups, internet access for community schools, and teacher resource networks are three ideas CARE would like to pursue.

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Annexes

Annex 1: List of People Interviewed

Name	Title	Date
Hassan Mohamed	Senior Technical Advisor for Asia, BGE Unit	Aug. 9, 2004
Aben Ngay	Senior Technical Advisor for Africa, BGE Unit	Aug. 9, 2004
Susan Ross	Senior Technical Advisor for Latin America, BGE Unit	Aug. 10, 2004
Marge Tsitouris	Deputy Director, BGE Unit	Aug. 9, 2004
Kumkum Kashiparekh	Organizational Learning and Information Officer, BGE Unit	Aug. 10, 2004
Sherine Jayawickrama	Deputy Director, Asia Regional Management Unit (RMU)	Aug. 11, 2004
Rafael Callejas & Jody Oldham	Director, Latin America & Caribben Regional Management Unit; Administrative Officer, LACRMU	Aug. 10, 2004
Michelle Carter	Deputy Director, East and Central Africa Regional Management Unit	Aug. 11, 2004
Stephane Cardinal	Deputy Regional Director, Southern and West Africa Regional Management Unit	Aug. 10, 2004
Michael Rewald	Senior Advisor, Rights-Based Programming	Aug. 11, 2004
Milo Stanojevic	Chief of Staff	Aug. 11, 2004
Isam Ghanim	VP, Program, Resources & Learning Group	Aug. 11, 2004
Jane Benbow	Former director, BGE Unit	Aug. 12, 2004
Jim Rugh	Coordinator, Design, Monitoring and Evaluation	Aug. 8, 2004
Marshall Burke	Vice President for Private Support, External Relations	Aug. 25, 2004
Karen Robbins	Program Support and Information, External Relations	Aug. 10, 2004
Ann Warner	Foundations Unit	Aug. 10, 2004
Ellen Van Kalmthout	UNICEF Senior Education Adviser	Aug. 26, 2004
David Chapman	Professor, University of Minnesota	Aug. 27, 2004
Chloe O'Gara	Director, Education, Save the Children USA	Nov. 15, 2004

Annex 2: Country Offices with Education Coordinators and Strategies, and Unrestricted Funds Allocated to Education

COUNTRIES	
1. Afghanistan	15. India
2. Bangladesh	16. Kenya
3. Benin	17. Kosovo
4. Bolivia	18. Malawi
5. Burundi	19. Mali
6. Cambodia	20. Niger
7. Ecuador	21. Peru
8. Egypt	22. Rwanda
9. El Salvador	23. Somalia
10. Ethiopia	24. South Sudan
11. Ghana	25. Tajikistan
12. Guatemala	26. Tanzania
13. Haiti	27. Togo
14. Honduras	28. Yemen

Annex 3: Selected Country Offices with Education Coordinators and Strategies, Unrestricted Funds Allocated to Education in 2004

Country	Sector Coordinator	Education Strategy	Unrestricted Funds Allocated to Education
El Salvador	●		●
Egypt		●	●
Togo	●	●	
Malawi	●	●	
Burundi	●		●
Guatemala	●	●	●
Ecuador	●	●	●
Ethiopia	●		
India	●	●	
S. Sudan			
Kosovo	●		

Annex 4:
Example of List of Best Practices and Lessons Learned in an ERAC

ERAC 2002, ETHIOPIA

Better Practices:

- Identifying key stakeholders before a project is designed and ensuring that they are fully involved in the aspects of project life. This has led to smoother partnerships and better collaboration in addressing various educational problems at the community or regional levels.
- Use participatory approaches in managing, monitoring and evaluating project; this contributes to a better sense of ownership especially at the grassroots levels.
- Create and strengthen local committees and local role models to help support girls' enrollment, retention, and completion.
- Use peer learning and learner-centered approaches to contribute to an improvement in students performance.
- Regular monitoring and coaching should complement teachers' training.
- Actively involve communities; and let them take a leading role in formulating policies and designing mechanisms to control and prevent sexual abuse of school children.
- CARE's education staff should be actively involved in networks and coalitions especially with civil society organizations to enhance our capacities to address policy issues.
- While working with the government is key to the success of our work in education, it is important to stand for what we believe in even if this contradicts some of the government's policies, practices or propaganda.

Lessons learned

- Reflecting on our experiences (both negative and positive), and then documenting them can help us in networking, building partnerships, and fundraising.
- The problem of low enrollment caused by fear of sexual abuse can be overcome if parents are actively involved in school management. Conversely, if parents are not actively involved, the goals of EFA are likely to remain an elusive dream in many communities.
- Well organized and regular campaigns of community awareness accompanied by role models, open discussions, and good relationships between the communities and the schools can result in high enrollment and retention.
- The provision of incentives to enhance enrollment and attendance among disadvantaged groups may create a lot of resentment and conflicts on the part of the groups that do not receive those incentives. To prevent such negative circumstances, it is essential to negotiate the process and the package of incentives with key stakeholders before implementation.

Annex 5: Timeline of Education Regional Advisory Committee (ERAC) Meetings

Selected ERAC Regions	Place & Date	Sample of agenda topics covered
Asia Education Regional Advisory Committee – Precursor	Bangladesh 1998	Featured lessons learned through portraits of success in different countries
Asia Education Regional Advisory Committee — Precursor	Cambodia 2000	Featured small group discussions in a variety of areas
Asia Education Regional Advisory Committee	Bangkok 2001	country reports, discussion of RBA & link to documentation, detailed report on planned initiatives
Asia Education Regional Advisory Committee	Philippines 2002	Sharing of issues and challenges; participants' staff development priorities; involving government officials in community support; first draft of participants' OLAT material
Africa Education Regional Advisory Committee – Precursor	Ghana 2000	Discussed how to provide technical assistance for quality and basic education, particularly girls. country specific overviews included.
Africa Education Regional Advisory Committee	Ethiopia 2002	Discussed OLAT; use of a rights-based approach; identification of learning themes – the need for project design skills, documentation skills, advocacy, adapting education programs to emergencies
Africa Education Regional Advisory Committee	Mali 2003	Discussed, among many other things, the need for effective management of data for monitoring and evaluation
Latin America Education Regional Advisory Committee	Peru 2002	Introduction to OLAT; training on educational policy analysis; review of the regional education plan
Latin America Education Regional Advisory Committee	Honduras 2005	Revisited purpose of ERAC and created an action plan for the committee with clear goals, objectives activities and responsibilities.

Annex 6: country Strengths and Weaknesses in Education Programs - As reported by County Offices — *continued on next page*		
COUNTRIES	COUNTRY STRENGTH	COUNTRY WEAKNESS*
1. Afghanistan	Institutional capacity building of community, schools, and MoE; quality education through good program design; community mobilization in support of girls education	Guideline development (teacher training and community building)
2. Bangladesh	Community mobilization; teacher training (child-centered pedagogy)	Better utilization of resources in under-funded contexts; school governance in the sense of broader links; obtaining funding for longer-term projects
3. Benin	Capacity building of local NGOs and PTAs; community mobilization; teacher accountability	Rights-based approaches
4. Bolivia	Alternative youth education; advocacy; education for human rights and gender empowerment	None
5. Burundi	Capacity building of local NGOs; quality education for orphans and vulnerable children (HIV/AIDS)	N/A — New project at time of study
6. Cambodia	Basic literacy / life skills; teacher training; curriculum development; scholarships; community awareness building	Vocational
7. Ecuador	Community school partnerships; quality education for girls	Strategic analysis and connections with higher-level stakeholders
8. Egypt	Non-formal community schools; community participation; community awareness building about value of girls' education	Early childhood development; teacher training (building supportive environment for active learning pedagogy)
9. El Salvador	Community awareness; participatory methodologies; educational and leadership opportunities for students	None
10. Ethiopia	Community participation in school management; adult life skills	N/A — New project at time of study
11. Ghana	Improving school infrastructure; gender sensitivity and advocacy programs; training school management committees	Retaining girls in school
12. Guatemala	Community mobilization / participation; teacher training in bilingual education (early primary)	Partnership approach emphasizing government (few strong civil society organizations)
13. Haiti	Community participation; PTA capacity building	Girls' education & gender issues
14. Honduras	Girls' education; Civil society strengthening	Hiring field staff support for schools, decreasing school director power (communities learn through the transfer of knowledge among themselves)
15. India	Community mobilization and governance; pedagogical innovation, non-formal and formal; accelerated learning for girls; action research and documentation; partnerships\creating links between grassroots work and national, policy level work	Early childhood development initiatives

Annex 6 Continued: country Strengths and Weaknesses in Education Programs as Reported by County Offices		
COUNTRIES	COUNTRY STRENGTH	COUNTRY WEAKNESS*
16. Kenya	Capacity building of local NGOs; production of training and assessment materials; advocacy for girls' rights	Quality of education (due to lack of policy level engagement with government)
17. Kosovo	Human rights education (including gender equity); child-centered pedagogy; community participation in schools	Mobilizing / participation of women (mothers); adapting human rights education to the context
18. Malawi	Mobilizing civil society; creating strategic advocacy alliances	Advocacy slow and time consuming
19. Mali	Teacher training (education quality); civil society capacity building – good governance & management; community mobilization	Environmental education
20. Niger	Non-formal education for out-of-school youth; adult literacy	Scaling up of vocational education; gender equity (as opposed to gender parity)
21. Peru	Quality of intercultural bilingual education. advocacy in intercultural education	None
19. Mali	Teacher training (education quality); civil society capacity building – good governance & management; community mobilization	Environmental education
20. Niger	Non-formal education for out-of-school youth; adult literacy	Scaling up of vocational education; gender equity (as opposed to gender parity)
21. Peru	Quality of intercultural bilingual education. advocacy in intercultural education	None
22. Rwanda	Working with orphans, vulnerable children, youth, and pastoralist communities; linking literacy and life skills	Methodologies linking education to life (practical) skills
23. Somalia	Increasing access through non-formal education (NFE); community mobilization; life skills for girls	Retaining girls in mixed gender settings; sustaining single-sex classrooms
24. South Sudan	Community mobilization; links between formal and informal education systems; capacity building of civil society organizations; teacher training (pre- and in-service)	Lack of strategic analysis (in past); gender sensitive learning; materials and teaching methods
25. Tajikistan	Community mobilization; teacher training and capacity development	Gender equality in education (grappling with complex factors)
26. Tanzania	Capacity building of civil society organizations and government; community mobilization; in-service teacher training	Policy and advocacy activities
27. Togo	Accelerated learning; child to child tutorial program	Linking credit schemes with literacy
28. Yemen	Adult literacy for women	Basic education in general

*Six country offices did not respond to this question about weaknesses or did not have anything to report in this areas.

Annex 7: CARE's Education Programming, Girls and Gender Focus

continued on next page

Countries	Programs Girls' Only Focus	Description of Programs with Gender Focus or Component	Areas of Strength in Girls' Education	Enrollment Ratio, F%, 1997-2000*	Net Attendance (F%) 1992-2002*
1. Afghanistan	Yes	OSG project provides accelerated learning for older girls.	Quality education; capacity building of communities, schools, MoE staff.	15x	14
2. Bangladesh	No	One project (CRC) has a girls' and womens' only literacy program that is tied to life skills.	Formation of mothers' groups tied to schools, and teaching-learning pedagogy promoting girls' leadership.	90	78
3. Benin	No	Currently look at environment for girls inside and outside of schools; addressing social / cultural environment and created network.	Girls' enrollment, community mobilization, PTA and NGO capacity building, pedagogy, and child trafficking.	57	47
4. Bolivia	No	Objective of program is girls' empowerment and leadership, but gender focus includes both sexes dynamics.		97	91
5. Burundi	No	Emphasis of project – quality education to OVC and HIV/AIDS children through NGO capacity building – is on girls.	N/A, although have found from past that women's groups play key role in identifying OVC.	49	44
6. Cambodia	Yes	Two programs focus on girls' only, two others – literacy life skills and community awareness raising – have a strong focus on girls' education.	Scholarships, literacy life skills, and community awareness raising, as evidenced by increased confidence of beneficiaries and support for girls' education.	90	65
7. Ecuador	No	All projects give high priority to girls' rights and needs.	Quality changes aimed at girls (gender parity already exists)	100	90
8. Egypt	No	Community awareness, mobilization, and capacity building; national advocacy through networks.	Working with communities, teacher training, pedagogy, school construction, advocacy.	90	83
9. El Salvador	No	Gender equity is a strong focus of all projects.	Community, school, and departmental-level awareness of value of girls' education and leadership opportunities.	88	—
10. Ethiopia	No	N/A	N/A	41	28
11. Ghana	No	Tried to address retention of girls, but learned economic empowerment of parents important besides community awareness.	Advocacy and gender sensitization programs.	57	74

Orange boxes: Female primary enrollment ratio of 50% or less

Red boxes: Female net primary attendance rate of 60% or less

Annex 7 Continued: CARE's Education Programming, Girls and Gender Focus —

continued on next page

Countries	Programs Girls' Only Focus	Description of Programs with Gender Focus or Component	Areas of Strength in Girls' Education	Enrollment Ratio, F%, 1997-2000*	Net Attendance (F%) 1992-2002*
12. Guatemala	No	Girls'-only interventions are embedded within projects.	Community involvement in education & teacher training in bilingual education.	82	75
13. Haiti	No	N/A	N/A	83	57
14. Honduras	No	Projects aim to improve education for entire community; exclusive impact on girls is tracked.	Gender equity in educational processes, & elimination of practices that negatively impact girls.	88	—
15. India	Yes	Two projects target girls – Girls Primary Educ. Program & adolescent girls literacy centers (Kutch Educ. Initiative)	Pedagogical alternatives (ECD, literacy, accelerated learning); community mobilization; research and documentation.	64	73
16. Kenya	Yes	The Girl Child Program promotes girls' enrollment, retention, discrimination, rights.	Establishment of the Girl Child Network, which resulted in change to national law.	69	73
17. Kosovo (legal status undetermined)	No	Girls' education is indirectly addressed through collecting data by sex, human rights promotion, parent awareness.	Learning how to reach non-teacher females in culture with stark gender role differentiation – remains big challenge.	51 (for SAM)	96y (for SAM)
18. Malawi	No	Emphasize necessity of addressing girls' needs & rights in all programming.	Promoting rights of girls to education through CSO capacity building	100	73
19. Mali	No	Some programs emphasize human rights modules and training for children.	Capacity building, mobilization, and leveraging of resources	36	33
20. Niger	No	Girls' constitute special target group in all programs, although little done to integrate gender into education programming.	Tailoring programs (within voc/tech) very popular.	24	25
21. Peru	No	Two programs (national and community level) target girls, but also benefit boys.	Advocacy through networks and alliances for gender equity; innovative, participatory methods of incorporating gender equity in school curriculum.	100	93
22. Rwanda	No	All programs – non-formal, HIV/ AIDS, life skills — contain strong emphasis on girls.	Working with pastoralist communities.	98	67

Orange boxes: Female primary enrollment ratio of 50% or less

Red boxes: Female net primary attendance rate of 60% or less

Annex 7 Continued: CARE's Education Programming, Girls and Gender Focus

Countries	Programs Girls' Only Focus	Description of Programs with Gender Focus or Component	Areas of Strength in Girls' Education	Enrollment Ratio, F%, 1997-2000*	Net Attendance (F%) 1992-2002*
23. Somalia	No	All programs – formal & non-formal – emphasize girls and women, although single-sex schools failed.	Key life skills, and enrolling girls.	7x	10
24. South Sudan (not a sovereign state)	No	SBEP targets girls' education in particular; includes teacher training, capacity of formal and non-formal educ.	Including women and girls as targets of interventions.	42 (for Sudan)	51 (for Sudan)
25. Tajikistan	No		Increasing attendance of girls through school feeding and rehabilitation, PTA formation, teacher training, community awareness.	99	81
26. Tanzania	No	All programs strongly emphasize girls – community mobilization and teacher training.	Gender equity by improving access and girls' performance.	48	51
27. Togo	No	Two past projects (STAR & PEP) targeted girls only; current program targets both boys and girls.	Accelerated learning, and girls' tutorial program.	83	59
28. Yemen	No	Avoid girls of school age in projects	Adult literacy for women.	49	41y

* Data taken from UNESCO's *The State of the World's Children 2004*

Notes:
x Indicates data that refer to years or periods other than those specified in the column heading, differ from the standard definition or refer to only part of a country.
y Indicates data that differ from the standard definition or refer to only part of a country, but are included in the calculation of regional and global averages.

Orange boxes: Female primary enrollment ratio of 50% or less

Red boxes: Female net primary attendance rate of 60% or less

Annex 8: CARE'S Educational Programming, Using Rawley's Gender Index — *continued on next page*				
Countries	Female-Targeted Education Programs	Female Integrated (analysis, strategies, project design) – how affect girls & boys	Neutral (children)	Minimal (some gender analysis but no strategy)
1. Afghanistan	OSG project provides accelerated learning for older girls.	Program design, management, knowledge of context, proactive approach, and community mobilization.		
2. Bangladesh		Formation of mothers' groups tied to schools; teaching-learning pedagogy promoting girls' leadership, literacy /life skills centers.		
3. Benin		Currently look at environment for girls inside and outside of schools; addressing social /cultural environment and created network.		
4. Bolivia		Objective of program is girls' empowerment & leadership, but gender focus includes both sexes dynamics.		
5. Burundi		Emphasis of project – quality education to OVC & HIV/AIDS children through NGO capacity building – is on girls.		
6. Cambodia	Two programs focus on girls' only – a lower secondary education program and a primary scholarship program.	Two program includes have a strong emphasis on girls' education, & include literacy life skills and community awareness raising.		
7. Ecuador		All projects give high priority to girls' rights and needs.		
8. Egypt		Community awareness, mobilization, and capacity building; national advocacy through networks.		
9. El Salvador		Community, school, and departmental-level awareness of value of girls' education and leadership opportunities.		
10. Ethiopia			Community management of schools and adult life skills	

Annex 8 Continued: CARE'S Educational Programming, Using Rawley's Gender Index				
Countries	Female-Targeted Education Programs	Female Integrated (analysis, strategies, project design) – how affect girls & boys	Neutral (children)	Minimal (some gender analysis but no strategy)
11. Ghana				Tried to address retention of girls, but learned economic empowerment of parents important besides community awareness.
12. Guatemala		Girls' only interventions are embedded in projects; result in range of outcomes – including dynamics		
13. Haiti			Don't explicitly focus on girls' education and gender issues.	
14. Honduras		Projects aim to improve education for entire community; exclusive impact on girls is tracked.		
23. Somalia		All programs – formal & non-formal – emphasize girls and women, although single-sex schools failed.		
24. South Sudan		SBEP targets girls' education in particular; includes teacher training, capacity of formal & non-formal educ.		
25. Tajikistan		Increasing attendance of girls through school feeding and rehabilitation, PTA formation, teacher training, community awareness.		
26. Tanzania		All programs strongly emphasize girls – community mobilization & teacher training.		
27. Togo		Current program targets both sexes, with emphasis on girls; includes accelerated learning, and girls' tutorial program.		
28. Yemen			Adult literacy for women center of all projects.	

Annex 9: Country Offices: Contributions to EFA Goals and Non-Formal Educational Programming — *continued on next page*

Countries	Contributions to EFA Goals	Non-Formal Education Involvement *Key – italics indicate significant non-formal focus*
1. Afghanistan	Not sure	*Both, teacher training, government schools, out-of-school girls*
2. Bangladesh	Increased access; increased attendance; improved school governance	*Both, including urban slums, rural, and ethnic communities – community schools and formal*
3. Benin	Advocacy and lobbying	Both
4. Bolivia	On-going advocacy at national level	*Both, including alternative education for youth workers and intercultural education*
5. Burundi	Targeting out-of-school youth	*Non-formal — peace education & vulnerable children through NGOs*
6. Cambodia	Non-formal & community schools in remote minority areas	*Mostly non-formal, including literacy life skills*
7. Ecuador	Supporting government priorities	Unclear, but both (rural, bilingual, child labor)
8. Egypt	Advocacy and working with marginalized communities	*Both, including infrastructure and community schools*
9. El Salvador	country Office strategy supports GOES EFA goals	*Both, including vocational, child-to-child, basic*
10. Ethiopia	Supports USAID basic education program	*Both, including non-formal for pastoralist communities*
11. Ghana	Financial assistance to communities; improving school infrastructure; training for school management committees	Mostly formal, but also civil society training
12. Guatemala	Works in Quiche province, where indicators the lowest	Formal – but in post- conflict areas
13. Haiti	N/A	*Both*
14. Honduras	Increasing primary education completion rates; increased school retention rates; Increased promotion rates; increased age appropriate enrollment, especially girls'	Formal
15. India	Gender gaps decreased in Rajasthan and UP (2 states where CARE works)	*Primary education for girls – mostly informal*
16. Kenya	Policy advocacy to improve quality of education	*Both, including formal primary, adult non-formal, and refugee assistance*
17. Kosovo	Joined campaign for Education's Global Action Week (April 2004) Minimum standards for education in emergencies (UNICEF 2004)	*Unclear, but teach life skills*
18. Malawi	Contribute at both grassroots and policy level (access and quality)	Formal, helping schools & teachers deal with HIV/ AIDS, gender, quality

Annex 9 Continued: Country Offices: Contributions to EFA Goals and Non-Formal Educational Programming		
Countries	Contributions to EFA Goals	Non-Formal Education Involvement *Key – italics indicate significant non-formal focus*
19. Mali	Education quality Increased number of beneficiaries	*Both*
20. Niger	Community schools making a contribution	*Vocational training with innovations (HIV/AIDS), and community schools*
21. Peru	Participated in national network to define objectives for a national EFA plan	Formal
22. Rwanda	Contributing to discussions at local level – EFA cannot be achieved without addressing orphans and child-headed households	*Non-formal; life skills, literacy, peace, HIV/AIDS, accelerated learning*
23. Somalia	Mobilization of communities and infrastructure	*Both, including infrastructure, teacher training, life skills*
24. South Sudan	Universal primary – but no clear plan /strategy Gender equality	*Formal education almost non-existent*
25. Tajikistan	Increase attendance in targeted schools Participation in dialog at national level	Formal education, community mobilization, teacher training, infrastructure
26. Tanzania	Through advocacy, elimination of school fees, involvement in planning	*Both, including NGO capacity & refugee education*
27. Togo	Targeted most disadvantaged girls	*Mostly non-formal; accelerated learning, girl tutoring, child labor*
28. Yemen	Very little	*Non-formal*

Annex 10: Selected CARE USA Education Grants by Funding Agency — 2004

Funding Agency	country	Title	Life of Grant	Partners	Amount
USAID	Ethiopia	SCOPE	2002-2007	SAVE	$1,194,836
USAID	Sudan	Sudan Basic Education Project	2002-2007	AIR, World Vision, SAVE-US UMASS	$20 million
USAID	Sudan	Basic Education Support (IQC)	2002-2007	Creative Associates, GWU, Ground Work	$1,113,361
USAID	Ghana	Education to Combat Abusive Child Labor (BEPS IQC)	2003-2004		$170,150
USAID	Honduras	Education to Combat Abusive Child Labor (BEPS IQC)	2003-2005		$139,521
USAID	Somalia	Somalia Basic Education Sector Assessment (BEPS IQC)	2003-2004	Creative Associates	$562,024
USAID	Zambia	School Health and Nutrition	2001-2005		$1,302,367
USAID	Ghana	Emerging Best Practices	2002-2003		$87,000
USAID	Egypt	New School Project	2000-2005	EDC/World Education/ Salama Moussa Foundation	$28 Million
USAID	Afghanistan	Community Grant for School Development	2003-2005	World Bank through Ministry of Education	$2.2 Million
USAID	Haiti	Sustainable Increase in Food Security for Haiti SIFS	2002-2006	World Vision SAVE CRS	$35,000,000
USAID	Benin	Equity and Quality in Primary Ed EQUIPE	2003-2005	Creative Associates	$1,137,000
USAID	Benin	Promoting Community Participation in Basic Education PROBASE	2002-2005		$1,549.000
USAID	Bangladesh	CHOLEN	2002-2005		$107,696
USDOL	Togo	Combating Child Trafficking	2002-2006		$2 million
USDOL	Bolivia	Combating Child Trafficking	2002-2006		$1,500,000
USDOL	Mali	Combating Child Labor	2002-2007		$2,918,467
USDOL	Cambodia	Combating Trafficking-OPTIONS	2004-2006	World Education The Asia Foundation	$352,994
USDOL	Central American & Carribean	Combating Exploitative Child Labor	2004-2008	CRS, DevTech Systems	$5,499,778
Asian Development Bank (ADB)	Afghanistan	Community-Based, Gender Sensitive Basic Ed	2003-2006	CRS, IRC, Save-US, UMASS	$4 million
DFID	Malawi	Partnerships in Capacity Building PACE	2003-2006	MOE	$1.3 million
DFID	Kosovo	ILECY			

Source: BGE Unit, 2004

Annex 11: Timeline — Growth of Key Education Sector Capacities

1994 Capacities	1999* Capacities	2004 Capacities
School construction	School construction	School construction — being discontinued except for conflict / emergency
Feeding (food assisted)	Feeding (food assisted)	Feeding (food assisted) — being discontinued
Literacy	Literacy — integrated for adults	Literacy (integrated for adults) — being discontinued
	Girls' education	Girls' education
	ECD (not well developed)	ECD (not well developed)
	Provision of supplies (not well developed)	Provision of Supplies (not well developed)
	Community Schools	Community Schools
	Training Educators	Training Educators – Formal & Non-formal
	Literacy & Non-formal	Literacy — numeracy and life skills
	NGO capacity building (new)	Capacity building with NGOs, PTA, etc.
	Advocacy (new)	Advocacy
		Capacity building with government
		Child Labor
		Education in Conflict/Post/Transition
		HIV/AIDS & education
		"Quality Education"
		Accelerated Learning
		Bilingual Education
		Community Mobilization
		Human rights & democracy education

*Taken primarily from *Assessing CARE's Achievements in Basic & Girls' Education: A Report Based on the April 1999 Cairo Lessons Learned Conferences*, May 1999. This list is not intended to be definitive, but to provide an indication of types of growth

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